EVALUATION OF UNICEF-ASSISTED NON-FORMAL EDUCATION PROJECTS IN PAKISTAN



UNITED NATIONS CHILDREN'S FUND (PAKISTAN)

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Forward

This evaluation was conceived as a logical step in UNICEF's transition from a service-delivery based to a "right's-based" programme strategy. The 1991-1995 Basic Education programme had mainly featured NGO-managed projects. As support to NGOs and to Non-formal Education continued to play a significant role in the programme, an evaluation of NFE projects was considered necessary.

The regular UNICEF procedures for the hiring of consultants, local and international, were followed. The UNICEF ROSA office provided major support in identifying potential external consultants and reviewing detailed Terms of Reference prepared by the Education section, that set out the background, objectives, proposed methodology, tasks, analytical framework, workplan and budget.

Revisions to the original proposal, in terms of an additional objective, and methodology, were agreed. A consultative process with UNICEF was followed at every stage of the project.

The evaluation looked well beyond the Terms of Reference, into areas related to support to NGOs, perceptions by Government officials of the role of communities and NGOs, UNICEF's assistance, as well as correlates of quality in education. The report itself is an invaluable source of reference. It is illuminative, providing substantial insights into various aspects of formal and non-formal education.

The evaluation is an interesting combination of statistical data and anecdotal evidence. The report exposes popular myths about community attitudes towards education and perceptions of their roles. It is compelling in the attention it draws to accountability factors within the formal system. In this regard, it presents a very useful case for SAPP-2 focus, given the new orientation of this programme towards quality and accountability issues.

The evaluation report is being reviewed by the Asian Development Bank, as a resource material to guide the development of a Non-formal Education programme proposal Pakistan. It is expected that other proposed major assistance to the Prime Minister's Literacy Commission, including an evaluation of the Commission's NFE programme, will draw from findings and insights presented in the evaluation report.

UNICEF has been providing opportunities for inter-NGO exchange visits, and for NGOs to benefit from each others' strengths in training workshops on teaching methods and community participation, organized in different parts of the country.

UNICEF has had to re-direct its own collaboration with NGOs in Education, working with them as concerned partners, rather than as contractors delivering products. Strengthening partnerships with NGOs will continue to be a key strategy in the GoP/UNICEF 1999-2003 Programme of Co-operation.

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1 Summary: Findings and Implications

Objectives of the Evaluation

There were two sets of Terms of Reference for this evaluation of UNICEF-assisted Non-formal Education Projects (NFE) in Pakistan. The first four objectives below comprised the original TORs, and the fifth objective was subsequently added.

1. Describe and document NGO-established NFE initiatives on the following criteria:
   - 1.1 efficiency in terms of attendance, completion and learning achievement;
   - 1.2 extent to which disadvantaged groups are reached;
   - 1.3 role of local partners in establishing and managing schools;
   - 1.4 cost-effectiveness, particularly unit costings;
   - 1.5 NGO organisational and educational strengths and weaknesses.
2. Identification of models of cost-sharing "that are sustainable and do not marginalise the poor".
3. Provision of advice on the potential role of NGOs and CBOs in primary education.
4. Profile of an effective non-formal education model for Pakistan.

Additional objective

5. Comparison of NFE initiatives with the formal education system, giving particular emphasis to the role of community participation.

The Evaluation Methodology

Initial data gathering comprised: (i) interviews and field visits with each NGO; (ii) interviews with representatives of UNICEF, government and other donor and education agencies; (iii) review of documentation provided by UNICEF.

The major data collection component of the evaluation comprised:

(i) a 'School Inventory' interview survey used with a sample of 133 NFE schools and with a corresponding sample of 92 government schools;
(ii) case studies in 28 NFE schools and communities, focused on obtaining information on community participation and on learning achievement of children;
(iii) a detailed 'NGO Interview Schedule' for the seven UNICEF-assisted NGOs involved in delivery of non-formal education;
(iv) investigation of the in-service training work of an eighth UNICEF-assisted NGO;
(v) interviews with a sample of regional government officials.

Principal Findings on the Terms of Reference

1. The UNICEF-assisted NGOs have established over 1500 NFE schools which enroll some 60,000 children, almost all of whom are female. These NFE initiatives have attracted increasing additional support from other donors and government agencies.

   1.1 Attendance, completion and learning achievement

   Although most NGOs have conducted extensive school-level monitoring, aggregated attendance and retention data are not generally available. However, there is some evidence to suggest that average attendance levels are high. In most NFE schools, it is premature to assess retention through the full primary cycle.

Learning achievement data on basic skills, primarily at class 2 level, indicate that NFE children do better than children who have completed the same level in the government system.

1.2 Reaching disadvantaged groups

The NGO-established NFE schools have succeeded in reaching, and enabling the provision of primary level education to, disadvantaged groups. Particular beneficiaries are girls and young women in poor rural areas. Benefits are also apparent to parents and to communities in general.

NFE schools in this evaluation serve two groups in roughly equal proportions: normal school age entry girls, and an older group for whom this is a first, or sometimes a second, chance for education. Although NFE is often regarded as a stop-gap until formal education is more widely available, or as a means of providing education to older children, many of the NFE schools in this evaluation provide a viable, potentially long-term alternative to the government primary system.

1.3 The role of local partners in establishing and managing schools

Through community participation strategies, and with the active support of NGOs, 'local partners' have frequently played a major role in establishing NFE schools, and this role has often encompassed a management responsibility for these schools. Many local partners have taken on a commitment to quality as well as to maintenance of schools.

1.4 Cost-effectiveness, particularly unit costings

Information on unit costings from NGOs give some support to the common assertion that NFE can be delivered for less than 1500 rupees per child per year, and this is approximately one quarter of the usual estimate of the cost within the formal government system. However, the reliability and comparability of data on unit and other costings are quite variable, and are difficult to obtain and verify.

1.5 NGO organisational and educational strengths and weaknesses

NGOs vary considerably in their organisational and educational strengths and weaknesses. While all NGOs have demonstrated strengths in fostering community participation and initiating NFE, their professional educational capacity varies to such an extent that some require continuing assistance while others have become educational resource and support agencies in their own right.

2. Models of cost-sharing "that are sustainable and do not marginalise the poor"

'Sustainability' of the NFE schools is an urgent issue in the context of phasing-out or re-alignment of direct service delivery support from donor agencies, particularly UNICEF. Two developments have ensured or assisted sustainability in some cases:

(i) government or quasi-government support, through the Participatory Development Program component of the Social Action Program and the Prime Minister's Literacy Commission (PMLC), has enabled a large number of NFE schools to be 'sustained';

(ii) income generating initiatives which are underway or are being formulated by several NGOs have the potential to provide significant support to NFE schools, although this support is unlikely to provide full fiscal sustainability.

Sustainability in the NFE schools is a complex issue for a number of reasons.

- For many NFE schools, fiscal sustainability appears to be an unrealistic, and unreasonable, expectation, given that most of the NFE schools target the "poorest of the poor" and the amount of direct financial contribution from the community is limited. Some NFE schools have closed as a result of delay or withdrawal of external

support. There is little evidence from this evaluation that communities can, on a large scale, take over full financial responsibility for their NFE schools (as is presumed by some agencies including the PMLC).

- An objective of full, or even major, fiscal sustainability should, in any case, be questioned since this is not an expectation for communities served by government schools. Many of the communities served by NFE schools in this evaluation do not have the option of government schooling, or do not perceive existing government schooling as offering an acceptable primary education for girls.

- Sustainability needs to be considered more broadly than just fiscal sustainability. There is evidence in this evaluation of the development within communities of sustainable skills and practices, and of motivation and commitment which have a strong chance of being sustained. These forms of 'sustainability' create the enabling conditions to establish and maintain educational (and other) initiatives, although they may not be able to be *financially* sustained by the same communities.

Data from the evaluation show that many communities are willing to share costs with NGOs (and their donors), for example through modest fee payments and through income generation supplementation. It cannot be assumed that these communities would make a similar commitment if they were in cost-sharing arrangements with government since there is scepticism about the quality and the commitment of many government-supported schools, whether NFE or part of the formal system.

Consequently, this evaluation suggests while 'models of cost-sharing which are sustainable and do not marginalise the poor' appears to be a financial and resourcing criterion, the conditions which will shape and make cost-sharing viable are more qualitative and relate to perceived educational value and cultural appropriateness.

As a final point on this TOR, the expectation of sustainability in its financial sense does not appear to have been made explicit to most NGOs when projects were commencing. The sustainability expectation, and accompanying phase-out plans, are relatively recent rather than built in, in writing, at initiation. This has led to misunderstanding and resentment in some cases, and has led to attempts to create sustainability with less planning, and hence less effectively, than might have been the case.

3. Provision of advice on the potential role of NGOs and CBOs in primary education

The period of UNICEF assistance to NGOs in NFE has been relatively short but highly significant. There have been, in effect, two phases.

(i) Service delivery, with associated training of teachers and school-community organisations, resulting in provision of substantial educational opportunities for girls as well as community development. Some NGOs continue to focus largely in this area.

(ii) A broader NGO role which encompasses acting as a resource and a training centre for other organisations (including government and other NGOs) and for the further development of community participation and involvement. This includes fostering the development of Community Based Organisations with a broader role and mandate than most school-community organisations such as Village Education Committees.

This broader role increasingly focuses on expansion into income generation schemes and cross-sectoral developments, particularly in health, environment and social welfare.

Notwithstanding considerable potential, there are some constraints and possible difficulties for the future roles of the school and community organisations facilitated and strengthened by NGOs.

(i) Different provinces adopt different names for school and community organisations. The name is significant, because different areas and scope of responsibility are implied by, for example, a Parent-Teacher Association, a Village Education Committee or a Community-based Organisation.

(ii) Adoption of NGOs by government as service delivery mechanisms, for example through PMLC, can be problematic. There is evidence that government prefers relatively small and locally-based NGOs, and there are sound reasons advanced for this, especially when larger NGOs can still play a constructive role in capacity-building and training for newer and more local NGOs. However, there is also a view that government regards some of the NGOs in the present evaluation as too independent and insufficiently pliable. Some NGOs are concerned that they could become co-opted as an arm of government policy implementation, rather than an organisation which is able to engage in experiment, in critique and in development of alternative forms of community 'empowerment and mobilisation'.

On the basis of views presented during this evaluation, support by donor agencies such as UNICEF to NGOs *through* government may be less effective in enabling NGOs to define and take up independent and innovative roles.

The relationship of NGOs in this evaluation with government varies from antagonistic and non-cooperative to the situation in Balochistan where Society and government are effectively partners. Other NGOs perceive themselves as having been by-passed by government, while others would like to develop a stronger relationship.

The evaluation data suggest that there is a need for clarification of, and some degree of protection for, a variety of roles for NGOs. There is concern that the NGO role in society should not be limited or weakened by default.

Several NGOs identify scope and need for strengthened links among NGOs. This is partly to increase economies of scale, for example by not duplicating materials and training programs, and partly to build upon particular strengths developed by NGOs. These linkages have partly been explored through meetings and conferences, and through contact with agencies such as the NGO Resource Centre, but a more coherent approach is needed.

4. Profile of an effective non-formal education model for Pakistan

It is apparent from data reported in this evaluation that successful NFE is not simply a 'shadow' of the formal government primary system. For many community members in the evaluation sample, NFE has attributes which distinguish it from the government system and which are essential if education for girls is to be acceptable, and these attributes are described in the body of this report. (At the same time, there is some evidence that NFE can serve as a pathway into the formal system for some children.)

Consistent with assumptions made by NGOs, and with reasons why UNICEF supported NGO initiatives, the single most important factor which explains the apparent success and the acceptability of NFE schooling is community participation. The active involvement of community members has played a key role in getting parents to send children to school and in creating school conditions which are regarded as safe, are staffed by caring and responsible teachers, and are regarded as accessible, and to some degree accountable, to the community.

NGOs have identified and demonstrated effective procedures for initiating community participation and for supporting the on-going work of school-community organisations. Key elements include participatory appraisal and mapping, with regular and frequent back-up and skill training. Effective NGO support cannot be a short-term 'intervention'.

Successful NGO initiatives have promoted community participation, rather than just community involvement:

> The term *involvement* connotes a weaker form of engagement than the term *participation*, which implies having a say in significant areas of decision-making, such as the formulation of school policies, staffing, and the allocation of resources in the school. The shift from being involved to participating in decision-making requires a change in role from taking no responsibility for decisions, to sharing the responsibility. (Soliman, p.161)

In some contrast to the NGO approach, data in this evaluation show that where government officials do see a school-related role for the community, this is often in the form of 'involvement' rather than 'participation'.

While school-community organisations, supported by NGOs, play an essential role, the evaluation data show that this role is primarily undertaken by members of the organisation. There is considerable scope for increased awareness and scope of involvement by non-member parents. It may be that greater emphasis needs to be placed in this area as part of the training programs which are run by NGOs for school-community organisations.

An area which remains unaddressed is the provision of education to communities which have not responded positively to preliminary NGO discussions on establishing school-community organisations. These are the most difficult to reach situations and current strategies do not encompass them.

5. Comparison of NFE initiatives with the formal education system, giving particular emphasis to the role of community participation

Detailed comparisons are made in this evaluation between characteristics of NFE and government schools (which are generally in the same geographical area). Taken overall, NFE schools typically have a less satisfactory school building than government schools and, as expected, NFE teachers are less well qualified. However, on many qualitative criteria, NFE schools are more highly rated than government schools. Data indicate that NFE schools have less absenteeism and open more regularly, with higher levels of teacher attendance.

Unlike NFE schools, most government schools do not have experience of school-community organisations (although those that do regard this as having had a positive effect on criteria such as increasing enrolment and retention for both boys and girls).

The most striking differences between NFE and the government system emerge from interviews with community members and with government officials. Most NFE community members do not regard government schooling as an acceptable alternative to NFE. In summary, many community members see government schools as less acceptable than NFE schools in meeting the following criteria:

- costs which are sufficiently low to not deter or prevent children from obtaining an education;
- recognising and legitimating the community's interest in education for their children;
- having teachers who meet basic standards of professional responsibility and who care, and are seen to care, for children;
- maintaining quality control and monitoring of children's work;
- recognising schools as serious places where important work is done, which cannot happen in an environment where accountability is absent and responsibilities are abused.

Interviews with government officials show that while a number of senior government officials recognise the importance of community participation, this has had relatively little impact on the attitudes of regional education officials (in the areas in which the NGOs in this evaluation are working). There are grounds for concluding that much of the interest in community participation is superficial and token. Moreover, many of the views

expressed are cynical and patronising towards the capacity and commitment of local communities. Addressing this situation must be a priority if community participation is to become a significant component of government schooling.

2 Context and Methodology

This section of the evaluation report outlines, first, the context and rationale for UNICEF support to NGOs in non-formal education, and second, the methodology adopted for the evaluation.

The discussion of context is particularly important in understanding the changing circumstances of UNICEF support. UNICEF played a leading role in initiating and/or encouraging the work of NGOs in establishing non-formal education, with a significant emphasis on community participation. Subsequently, both non-formal education and community participation have been much more broadly endorsed by government and other agencies. In turn, UNICEF's role has changed in two ways. First, it has a more minor role, in relative terms, in supporting small scale, non-formal education projects. Second, policy within UNICEF has moved away from direct support to service delivery to a rights-based approach. This policy shift, outlined below, has led to some misunderstandings and negative reactions on the part of NGOs about UNICEF's commitment to the projects which form the basis of this evaluation. It is important to note that this evaluation was carried out after the policy shift; this potentially introduces a negative bias to attitudes towards UNICEF's role and support. An evaluation conducted during the first phase of UNICEF support would likely have found a more positive response. Nevertheless, this issue should not overshadow the achievements in non-formal education and community participation and the significant contribution of UNICEF support, as described in other sections of this report.

Context

Initiation of UNICEF support

This evaluation focuses on UNICEF-assisted non-formal education projects in Pakistan which were initiated during the period covered by the 1992-1996 Government of Pakistan and UNICEF 'Country Program of Cooperation'.

Within the Country Program, the Master Plan of Operations (MPO) set out three priority areas in basic education for 1992-96: primary education; female literacy; advocacy. For primary education, UNICEF support was directed both to formal and non-formal initiatives.

The MPO noted (p.115) that successive policy goals (since 1947) of achieving universal primary education in Pakistan had not been met, and would not be met under the then current Seventh Five Year Plan. The MPO drew attention to "the appallingly low girls enrolment of approximately 45.7 per cent", a figure which was disproportionately higher in rural areas and among low income groups. "This low participation rate indicates that the educational needs of girls are insufficiently taken into account in the mainstream of educational activities", and reflects "the general attitude of parents [of] giving higher priority to boys education" (p.115).

The MPO also noted (p.116) that "Non-formal primary education has almost been totally ignored as far as Government resources, donors and NGOs involvement is concerned".

Consequently, the MPO strategy included "experimenting with innovative approaches for non-formal primary education mainly in selected districts for impact demonstrations. Once evaluated as successful it will be applied at a larger scale" (p.118). UNICEF would focus on "interventions that are likely to have the greatest impact on disparity reduction, bring equity through increased access to education for women and girls, between rural and urban areas and on disadvantaged populations ..." (p.119).

Of particular relevance to this evaluation, MPO strategies included:

> (f) to support indigenous NGOs and [the] private sector to supplement the public sector, keeping in mind the massive reforms required in the present system and weak capacity of the formal education network;
>
> (g) to encourage [a] community participatory approach, in particular in planning, management and resource mobilization; (p.119)

Describing non-formal education as "one of the most challenging areas", the MPO observed that "UNICEF is ready to take the risk of entering this field to act as a catalyst to later attract Government and other donors to expand the programmes ..." (p.125). Project activities would include assistance "to NGOs and other voluntary groups at community level to build on indigenous capacity for sound management and sustainability". A mid-term evaluation was foreshadowed by the MPO but this was not undertaken.

The UNICEF MPO did not define what is meant by non-formal education (or what criteria would be used to assess sustainability). However, it is apparent that the UNICEF initiative was influenced by the Bangladesh Rural Advancement Committee (BRAC). For example, visits to BRAC were sponsored by UNICEF for some of the NGOs which it supported in Pakistan and reference is made to the BRAC model in UNICEF documentation. With some variations, the UNICEF-assisted non-formal education programs had similar characteristics to the BRAC model, such as one class schools with a local female teacher, a focus on the rural disadvantaged, especially girls, and active commitment from parents.

There were also differences from BRAC. The BRAC program enrolls children who have never attended school or who dropped out during first class and therefore reflects a 'second chance' form of non-formal education. BRAC also operates on a cohort cycle model. Data from this evaluation show that some of the NGO programs in Pakistan differ from BRAC in taking a substantial proportion of normal school age entry children and in enrolling children at a range of class levels within a school (thereby creating multigrade teaching situations).

BRAC refers to its program as Nonformal Primary Education (NFPE):... any intentional, purposive instruction that 1) occurs outside the formal Government primary school system and 2) incorporates certain flexibilities in the organization and management of the program and its curriculum (Ahmed et al, 1993, p.7). The non-formal education in Pakistan which UNICEF has supported is consistent with this definition and, in the terms of Evans (1981), is replacement education (a substitute for formal education) rather than complementary or supplementary education.

At the time when UNICEF support commenced, there was little activity in non-formal education in Pakistan. For example, a 1991 UNESCO report (*National Studies: Pakistan*) commented that Many in Pakistan, including teachers, have no idea what Non-formal Education means (p.38) and in the sphere of Non-formal Education there is a near vacuum in the country. The system is in the embryonic stage and is too tenuous and microscopic in size to be of any consequence for the gigantic mass of illiterates accumulating in the country, year after year (p.40). These observations were subsequently endorsed and re-stated in the Government of Pakistan's policy document *Education Reforms 1994: Basic Education*. This policy report also suggested that,

> one fundamental reason ... which is resulting in low levels of female participation at primary level is the absence of communities/NGOs at the grass roots level, to actively participate in their children's education. (p.5)

The community/NGO theme was central to UNICEF-assisted programs. In effect, the UNICEF approach endorsed the lessons cited by King (1991, p.172):

> ... one of the more significant developments for NFE with its multiplicity of small-scale local programmes has been the memorandum from the UNDP on ëGrassroots approaches to development/collaboration with NGOs (September 1987). This document is very critical of the history of centrally-planned initiatives and ready-made solutions designed for target groups without their involvement. The alternative participatory strategy has proved much more successful in reaching marginal populations. To some extent this very evident change of mood is not just a reaction to the role of the state and its incapacity to ëdeliver development at the local level in the way it once thought was possible. It is also an attitude to local development programmes which has been shaped by the experience of thousands of workers in adult, community and nonformal education.

In summary, UNICEF assistance in non-formal education was designed to support an alternative basic education strategy to the formal system, to be delivered through NGOs and targeted particularly at girls, and with an expectation that community participation would be a key component. UNICEF support, as outlined later in this report, provided financial support to NGOs in areas such as management costs, teacher salaries, travel costs, teacher training and textbooks.

While the broad framework for support was articulated, the initial UNICEF documentation does not address some longer-term issues and implications, such as the definition and expectation of sustainability or the future of schools which adopted a cohort-cycle approach (and whether support for such schools was for 'demonstration effect' or assumed that these would evolve into longer-term, continuing 'cycles').

Further developments in Non-formal Education

While there had been previous attempts, particularly by government, to introduce mass literacy and/or basic education movements, for example through the National Education and Training Commission, these are generally regarded as having been relatively ineffective in terms of impact and scale (and, according to some data from this evaluation, have led to scepticism about subsequent initiatives). However, there have been significant developments in non-formal education in Pakistan within the past two or three years. This is evidenced through increased interest and funding commitment by a number of donor agencies and through major reports and government initiatives.

It seems reasonable to suggest that a number of these developments draw upon the precedent and apparent success of NGOs which have worked in non-formal education with UNICEF assistance (although the extent of this contribution is not always acknowledged, as interview data with some government officials illustrate). Moreover, the role and potential contribution of community participation is now much more widely and explicitly endorsed and this is often linked to initiatives supported by UNICEF.

Major developments in non-formal education and community participation include the following.

- The 1995 UN Inter-Agency Mission on Basic Education, undertaken at the invitation of the Government of Pakistan, strongly endorsed non-formal primary education and proposed a ì10-year nationwide ... programme for 20 million adolescents and youth, most of whom are girls, to be implemented through a partnership of Government, communities and NGOs, and the Mission recommended that the Government's Social Action Programme (SAP) now set a wider agenda, including non-formal primary education, focussing on effective implementation (p.iv).

- The Participatory Development Program (PDP) of SAP has provided financial support to NGOs to deliver or to continue to deliver non-formal education. Some UNICEF-assisted NGOs have received continuing support from PDP, thereby partially off-setting the shift in UNICEF funding policy (as outlined below).

- The Prime Minister's Literacy Commission (PMLC) has embarked on a major non-formal education program and aims at establishing 9,000 schools by mid-1997 and at least 50,000 by the year 2000. PMLC acknowledges the precedent of UNICEF-assisted NGO projects and has adopted a model with some similarities, for example, a room provided by the community, endorsement of community based organisations, a local teacher, flexible timing and curriculum pacing, and both normal age and second chance entry. (However, it is noted in this report that the PMLC initiative is regarded as overly-ambitious and politicised by many of those interviewed.)

- The Planning Commission of the Government of Pakistan foreshadows greater priority for community participation in its Approach to the Ninth Plan, 1998-2003. It comments:

  > Where the SAP has not made much headway in its first phase is community participation. This is important not only to ensure accountability to beneficiaries, but for the financial sustainability of the SAP as well. There is nothing more cost-effective than the involvement of communities in design, construction, operation and maintenance, and supervision. Enabling communities to get involved, however, requires investment in community-based institution-building - a course that will be pursued in the Ninth Plan. (p.19)

- Strong support has been given by the World Bank to community participation. The mission report on the Proposed Second Social Action Program Project (SAPPII) cites as a priority area: Community, NGO and private sector participation in the provision of education services is required to encourage full participation of all children in schooling ...î (p.19). The Bank report Improving Basic Education in Pakistan (1996) strongly advocates partnerships between communities, government, schools and NGOs and presents evidence that Schooling improves when communities participate (p.18).

The shift in UNICEF policy

This evaluation was undertaken following the adoption of the 1996-98 Country Programme of Cooperation (Government of Pakistan and UNICEF). The 'Master Plan of Cooperation' (MPC) had evolved from mid-1995. The MPC differs in important ways from the previous MPO. These differences are outlined below, and are of particular importance in understanding a shift in emphasis and orientation on UNICEF's part. In turn, these shifts help to explain some of the reactions, which are often negative, on the part of NGOs which had received UNICEF assistance under the original MPO.

The MPC foreshadows a move away from direct support to NGO projects and increased emphasis on assistance delivered through government. The MPO observes,

> Ad hoc small scale projects are limited in coverage hence in impact and have not been sustainable. Donor-dependent projects live a short life.
>
> A country programme composed of vertical disjointed sectoral programmes leads to little impact, duplication of efforts and inefficient use of human and financial resources. (p.11)

The MPC suggests that in the previous MPO,

> The education programme was implemented largely by NGOs working on small projects. Successful models were, however, identified and adopted by the Government with new recognition of communities. There is a need to refine these models and make them more

> sustainable through enhanced community involvement and stronger links with government efforts ... (p.12)

The bridging period covered by the MPC (1996-98) "presents an opportunity to test approaches, some of which are being used in the current country programme, albeit in a largely unplanned and undocumented manner." (p.131)

The MPC argues that "Both outcome-focused and process-focused approaches, taken alone, must be avoided" (p.16) and proposes a "rights-based approach", meaning that "specific goals are achieved and that the achievement is a result of participatory and sustainable processes. ... While most basic needs strategies are outcome- or goal-focused, a rights-based strategy gradually achieves the same goals through an increasingly stronger process, one that ensures sustainability." (p.16)

Consequently the principal objective for basic education in the MPC is stated as:

> Increased primary level enrolment, completion and achievement, especially for girls, through demonstration of a sustainable process of community empowerment, and enhancement of overall country capacity for equitable and efficient basic education services. (p.134)

Articulation and implementation of the MPC has created some confusion and misunderstanding for the NGOs in this evaluation. Comments are reported from NGOs on uncertainty about future UNICEF support and, in some cases, a feeling that their work is being de-valued or even abandoned. This perception is acknowledged by UNICEF which has indicated in a 1996 memorandum that the project approach adopted by NGOs and previously supported by UNICEF must not in any way be interpreted as a cessation of our collaboration with NGOs ... It is high time to develop our collaboration in more sustainable ways. Otherwise the impression will be that we are abandoning NGOs.

Data from this evaluation show that, often with UNICEF support, a number of NGOs have adapted (or are planning to adapt) from a service delivery focus to a broader role, such as capacity building for other community-based NGOs, which is more in line with the MPC rights-based strategy. The first section of this evaluation identifies a number of issues for NGOs, and for the delivery of non-formal education, which have arisen from the shift in UNICEF policy.

Methodology

UNICEF identified eight NGOs for inclusion in the evaluation. Seven of these were nominated for their work in the establishment and delivery of non-formal education. These NGOs were: Aasthan Latif Welfare Society (ALWS), Sindh; Bunyad Literacy Community Council (BLCC), Punjab; Khwendo Kor (KK), N.W.F.P.; Malik Maula Bakhsh Memorial Trust (MMBMT), Punjab; Sindh Graduates Association (SGA), Sindh; Society for Community Support for Primary Education in Balochistan (Society), Balochistan; Strengthening Participatory Organization (SPO), N.W.F.P. Information on each of these NGOs is contained in section 3.4 of this report and in the separate document, "Profiles of NGOs".

The eighth NGO nominated by UNICEF was Adult Basic Education Society (ABES), specifically the work of the ABES Rawalpindi office in the area of improving the quality of teaching and learning. Information from this NGO and on its work is contained in section 3.6 of this report.

The terms of reference identified the overall approach to the evaluation as comprising: (i) a field survey of NGOs on their NFE projects; (ii) an in-depth sample survey of a selection of NGOs and non-formal schools; (iii) interviews with key representatives of relevant agencies and with beneficiaries; and (iv) observation of a sample of NFE schools. At the subsequent request of UNICEF, it was agreed that an important focus of the evaluation would be on successful projects, and that the methodology would include documenting good practice.

One potential complication to the methodology was a proposed change in the terms of reference for the evaluation shortly after the evaluation commenced. This change broadened the scope of the evaluation to include a comparison of non-formal schools (NFE) with formal government schools (FE). Following negotiation with UNICEF, it was decided to include this additional component by reducing the number of NFE schools and substituting a similar number of FE schools in the School Inventory component of the study.

UNICEF Islamabad established an evaluation committee/reference group to provide feedback on the conduct and progress of the evaluation. Data collection strategies and instruments were given to this group for review and comment. For the most part, only minor modifications were proposed and these were incorporated.

The evaluation was conducted in two phases.

Phase One (early to mid September) included visits by the project manager and national coordinator to each province to conduct interviews with representatives of UNICEF, the NGOs, Departments of Education and some other donor agencies. An initial field visit was undertaken to observe the work of one NGO in each province. Documentation was obtained and the purpose, form and timing of subsequent detailed data gathering was discussed.

Information from Phase One was used to shape the methodology for the evaluation and provided much of the detailed input for the content of survey and interview schedules.

Principal field work and data gathering were conducted in Phase Two from October to mid-November. The main sources of data were: (i) interview surveys of a sample of NFE and FE schools, using a "School Inventory"; (ii) a series of short case studies in a smaller number of NGO-supported schools. The case studies supplemented the Inventory data, primarily through interviews with community members and/or parents, and administration of the ABC learning competencies test to a sample of children. Additionally, a sample of government officials was interviewed. Two separate components of the second phase of data collection were: (i) interviews with representatives of each NGO; (ii) investigation of the work of ABES in improving the quality of teaching and learning.

Sampling and data gathering procedures are outlined in each section of the report. A summary of the main procedures used for collection of survey and case study data is presented below.

Data collection was undertaken by four teams, one in each province, who were assembled by the Gallup organisation in Pakistan. Each team comprised 7 to 9 persons, with one designated field supervisor, some more experienced interviewers (who focused mainly on the community and parent interviews), and some less experienced team members who were responsible for more routine data collection (such as completing parts of the School Inventory). At least half of each team was female.

Approximately two weeks were spent in collecting data in each province. A substantial amount of time was needed to obtain data because of the relatively short opening hours of most schools and the need for some intensive one-to-one data collection, for example on learning achievement.

A two day training session was held in each province for each team. Training was principally conducted by Dr. Ijaz Gilani of Gallup and by the evaluation's national coordinator. The training sessions covered the rationale and procedures for data collection, trialling of instruments, role play and de-briefings. The use of locally based teams was important to minimise difficulties associated with language and local cultural expectations. Data collection instruments had been designed in English by the project manager and were translated into Urdu by the national coordinator and his assistant. Frequently, interviews needed to be conducted in local languages (such as Pashto and Sindhi). Particular sensitivity was required in some areas when visiting girls schools and interviewing females, and team composition sometimes needed to include an appropriate male escort.

The timing of data collection was staggered across provinces. Training sessions were followed by two or three days of supervision by the national coordinator. While data collection continued, training and initial supervision was then commenced in another province.

Data collection instruments were returned to Gallup in Islamabad where data were coded and processed.

The School Inventory

The sample survey component of the evaluation was undertaken through completion of a detailed "School Inventory" (Appendix C.1). A total of 133 NFE schools, approximately 15 from each NGO, and 92 government schools in nearby areas were included. Details and discussion on the Inventory sample and results are contained in sections 3.1 and 4 of this report.

Inventory schools were visited without prior notice. Each NGO had been asked to submit a list of all schools, together with addresses and opening hours. Nearby government schools were identified once in the community. In order to keep travelling time feasible, groups of schools were identified for inclusion by the national coordinator and representatives of Gallup. Groups of schools were chosen from at least two different geographic areas for each NGO.

The Inventory obtained data, usually from the teacher, on: the operational status and enrolment patterns of the school; information on physical facilities and teaching-learning resources; the curriculum; community and parent participation; the teacher; assessment and monitoring.

In general, the Inventory was completed in about two hours.

The Case Study Schools

Four case study schools were selected from each NGO, a total of 28 schools. Consistent with the revised terms of reference, these were intended to represent best practice non-formal education schools. Each NGO was requested to provide a list of eight schools which they believed were successful, and which would illustrate community participation in schooling. From these eight schools, four were chosen as case study schools, largely on the criterion of geographic accessibility and reasonable proximity to each other.

The "School Inventory" was used in each of the case study schools (supplemented by some additional questions to teachers). The major additional data for case study schools comprised interviews with community members and learning achievement data from a sample of children.

Community Interviews

A comprehensive interview schedule was developed for use with members of school and community organisations, and with `non-member' parents (see Appendix C.2).

In total, 231 individual interviews were conducted. Sample details and results are summarised in section 3.2 and reported more fully in section 5 of this report.

Learning Achievement

A sub-set of the ABC Assessment of Basic Competencies test was administered individually to a sample of 235 class 2 children and 49 class 4 children. The rationale for the choice of the ABC test, together with a description of the sample, is contained in section 3.3.

Interviews with NGO representatives

An extensive interview schedule for NGOs (Appendix C.3) was prepared, partly on the basis of preliminary interviews held in the first phase of the evaluation. Interviews were conducted by the project manager, and completed interview schedules were returned to each NGO, as well as to the relevant UNICEF office(s), for checking and amendment, if desired. The completed interviews are summarised in section 3.4 of this report, and detailed responses are contained in the separate "Profiles of NGOs".

Interviews with government officials

Data were obtained from two samples of government officials. First, senior government officials were interviewed in each province and the capital territory by the project manager and the national coordinator. Second, in conjunction with obtaining case study data, the national coordinator and an assistant interviewed a sample of over 30 regional and local government officials.

Key interview questions and sample details are contained in section 3.5 of this report.

Data from ABES on quality of teaching and learning

The eighth UNICEF-assisted NGO in the evaluation, ABES, was included because of its aim to improve the quality of teaching and learning through in-service work, focused particularly on development of multigrade teaching skills.

An interview schedule was developed for use with teachers who were ABES-trained, and for a further sample of teachers in the same school who had not been trained. Head teachers

were also interviewed. In total, 42 interviews were carried out in 15 schools in the Islamabad area. Interviewers were post-graduate students in education. Interviewer training, including field testing and de-briefing, was conducted by the national coordinator. The ABES Interview Schedule is contained in Appendix C.4 and the data from these interviews are presented in section 3.6 of the report.

3.1 Summary of 'School Inventory' data

A copy of the 'Inventory' used by data collection teams is contained in Appendix C.1. Section 4 of this report provides detailed data from the School Inventory.

The Inventory obtains both descriptive and more qualitative data on a sample of NGO-supported NFE schools and a corresponding sample of government primary schools, chosen on the basis of "reasonable proximity to an NFE school". The large majority of schools are rural.

The Inventory instrument obtains data to examine criteria and claims about schooling, and about community participation, in Pakistan. Frequently, such claims have remained at the level of assertion, in the absence of systematically obtained data.

There are 133 NGO-supported schools and 92 government schools in the sample.

	Number of schools	
NGO	NGO schools	Government schools
BLCC, Punjab	19	13
MMBMT, Punjab	19	11
ALWS, Sindh	20	14
SGA, Sindh	20	15
Khwendo Kor, NWFP	17	12
SPO, NWFP	16	13
Society, Balochistan	22	14
Total	133	92

The large majority of schools were visited without advance notice.

Of schools visited during normal school hours, 25 per cent of government schools and 9 per cent of NFE schools were not open. Of these, most government schools had been closed for more than 10 days and NFE schools were more likely to have been closed for one day only. While it was still possible to obtain some descriptive information about closed schools, it is reasonable to assume that many closed schools, especially those closed for some time, would be less successful on various qualitative indicators and on some outcome indicators than those schools which were operating. This implies that qualitative data from government schools in this study present, on average, a more positive view than the full range of government schools.

Characteristics of the NFE and government schools

Operating hours and length of the school year

The large majority of NFE schools, and all government schools, operate during the morning (and sometimes into early afternoon). The small number of NFE schools which open in the afternoon reflect the flexibility to adjust to local circumstances such as field or domestic work during the mornings, one of the claimed advantages for NFE schooling.

On average, NFE schools operate for many more days than government schools, the large majority of which open for less than 250 days in a year. At the same time, it is an unexpected finding that a quarter of NFE schools also open for less than 250 days in a year.

Proximity of government schools

One important reason given by some NGOs for establishing NFE schools is the lack of availability of government schooling in the area, particularly for girls. Data from this study raise questions about this claim. In most cases, there is a government school, and often a girls or mixed school, in the area. Specifically:

For NFE schools

Seventy per cent said there is a government school in the area, and,

where there is a government school in the area:

- 51per cent said there is a school for girls, 14per cent said there is a mixed school, and 34per cent said there is a boys school;
- 56per cent are within half a kilometre, 15per cent at a distance of half to one and a half kilometres, 15per cent between one and a half and three kilometres, and 13per cent are more than three kilometres distant.

The immediate interpretation of these data, namely that alternative schooling is available and therefore the NFE school may not be necessary, does need to be questioned for at least two reasons: (i) data were not obtained on whether the government schools were operational (and as reported above, a substantial number observed in this evaluation were not); (ii) the 'Community Member' data in this evaluation show that many parents do not regard government schooling as acceptable, particularly for girls, and they give clear and consistent reasons for this judgement.

Additionally, the claim that 30per cent of NFE schools *do not* have a government school in the area does mean that educational access is being uniquely provided by NFE, and probably for the first time for these communities.

School buildings and facilities

As would be expected, government schools are normally a separate building owned by the government. In contrast, and reflecting the large number of home schools in the sample, NFE schools are much more likely to be part of a house and to be owned by the teacher, her family or another community member.

In part because of the number of home schools, most NFE schools are one room, while most government schools have two or more rooms.

There are relatively few differences in basic facilities between NFE and government schools, perhaps the most notable exception being that NFE schools are more likely to have electricity connected and to have fans in the classroom. More important than differences, however, is the substantial proportion of both types of schools which lack drinking water, do not have electricity connected, do not have fans, and do not have latrines. Large numbers of children, therefore, lack what might be considered basic amenities in the school.

The classroom(s)

About one quarter of both NFE and government classrooms appear 'neglected'. Moreover, one fifth of NFE schools and two-fifths of government classrooms do not have sufficient space for children to write (comfortably).

Most schools do not have teaching kit boxes or storage cupboards, although NFE schools are more likely to have them than government schools. Most teachers do not have a supply of teaching/learning aids, especially in government schools.

Taken overall, while NFE classrooms are more likely than government schools to have and use teaching and learning resources, and to display educational material around the room, there are substantial numbers of both types of schools where this basic 'educational environment' dimension is absent.

Basic costs

One third of NFE schools do require a uniform, compared to about half the government schools. This is not necessarily an extra expense for NFE as, for example, MMBMT children use the uniform as their daily out-of-school clothing as well.

Data indicate that nearly one third of government schools charge fees (although a large number of the government schools did not answer this question). Fee levels are typically below 5 rupees a month.

Costs of books are generally borne by parents in the government system, whereas parents in NFE are more likely to share costs if they are required to contribute at all for books.

The teachers

Reflecting the policy and preference of many NGOs and communities, far more teachers are female in the NFE than government schools. There is no substantial difference, however, in whether the teacher is local to the village or community. This finding can be considered unexpected, given that non-local government teachers are frequently cited as a reason for community preference for NFE schools. However, there is a reason why the finding may be less clear than the data initially suggest; the term 'local' is imprecise, and anecdotal evidence suggests that communities interpret 'local' in a more immediate sense than government teachers who regard local as including adjacent or nearby villages, or the general commuting area.

Predictable differences are apparent with respect to: (i) teaching experience, which is much less for NFE teachers; and (ii) the very large difference in pay received by teachers. On average, NFE teachers receive about one-third of the income of government teachers.

Government teachers are more highly qualified than NFE teachers. Consistent with most NGO recruitment practice, most NFE teachers are qualified at Matriculation or Middle Pass level. However, two-thirds of the NFE teachers have undertaken further training, usually of one to two weeks duration and conducted by the NGO. A small number of government teachers say they have undertaken further training.

In general, training for NFE teachers is brief, and most NGOs attempt to improve this situation by providing in-service training. The NGOs also acknowledge that more training is needed, and this is most often in the area of improvement of teaching and learning processes in the classroom (see section 3.6 on ABES). The fact that training is brief does not, however, mean that communities are dissatisfied with NFE teachers, and in fact the 'Community Interview' data would not support such a conclusion. Conversely, some of the (longer) training taken by government teachers, particularly the PTC, was frequently referred to in interviews with government officials and teachers as inadequate in terms of quality and competency outcomes.

The curriculum

Most schools in the sample are multigrade and almost all use the government curriculum (textbooks). In contrast to the situation described in interviews by some NGOs, the large majority of children in NFE schools (as well as in government schools) are reported as having the books which they need for their present class.

A characteristic of most NFE schools is that they compress the normal five year primary curriculum into less than four years, and often about three years. This needs to be seen in the context of the previously reported data that NFE schools normally operate considerably more days each year than government schools.

About half of the NFE schools have had delays in completing curriculum, but this figure is much higher again for government schools. For NFE schools, an important reason is delay in receiving textbooks, but equally important are adjustments to take into account children's needs for more time to learn. It is apparent from interviews with NGOs that they have needed to be flexible in the pace with which the curriculum is covered. Most NFE schools initially allocated six months to cover each of the first four 'years' of the normal curriculum. A full year was allocated for the fifth year of the curriculum on the grounds that it requires development and application of substantially more demanding conceptual skills than the earlier years. This assumption has not always been born out in practice, for example one NGO now suggests that it is the first year of schooling which requires more time in order to develop foundational basic skills.

Taken overall, the issues of appropriate duration for the primary curriculum, and the pacing within and across years, are on-going concerns. Given their fundamental importance to primary schooling and to preparation for middle schooling, this area requires further investigation and appropriate policy formulation.

Student progression and class 5 examinations

There are provincial (between and within) differences in policy and practice with respect to end-of-primary schooling examinations, including some differences on the necessity to take standardised examinations and on who sets and marks the examination. This partly explains why a number of government schools (and a larger number of NFE schools) take "their own examination".

Many of the NFE schools have not yet had children in class 5 and were unable to comment on class 5 examination practice. Of those that did, the "government examination" is taken by most, although it is not clear what this means, given that in most cases the examination is set and marked by the (head) teacher and/or NGO.

A significant issue identified by NGOs and NFE schools is obtaining equivalency for children to proceed into the government middle schooling system. Many NFE schools see continuation into the government system as difficult for reasons of cost and distance. This finding applies, however, to an even greater extent to children in the government system.

There is an emerging and important issue of normal age entry NFE children being denied entry to middle schooling on completion of the (compressed) NFE primary curriculum because they are regarded as too young.

Particularly for children in rural areas, issues of equivalency, cost and distance help explain the desire of a number of NGOs and community members to extend their primary NFE schooling into middle schooling.

Enrolment and retention

Non-formal education is often regarded as an interim measure prior to provision of education through the government system. It is also often regarded as a 'catch-up' or second-chance education for older children. Data from the present study (both Inventory data and NGO Interviews) show that while NFE may serve these objectives, it is also an alternative form of education for normal age children. A large majority of children in this sample are of normal school age, or within a year or two, when they begin at their NFE school.

A substantial majority of schools report that below school age brothers and sisters sometimes attend both the NFE and the FE schools. This is frequently a source of over-crowding in schools. It also appears to be one of the sources of inaccuracy in enrolment statistics (particularly in the Gross Enrolment Ratio). The attendance of below school age children invites the question of whether schools do, or should, make provision for these children other than as a child-minding service. As yet, early childhood education receives little or no attention.

The percentage of absenteeism is significantly lower in NFE schools than FE schools. The rate of absenteeism from FE schools would be higher again if 'compulsory absenteeism' were included; that is, the number of children unable to attend because their school was closed during normal operating hours, and had been closed for some time.

In the opinion of teachers, the very large majority of NFE children would not be attending school at all without the NFE school, while conversely, most FE children would be going to another school. These data appear to affirm concerns expressed by community members about the acceptability of government schools, particularly since data earlier in this chapter indicates that in many cases a government school, and often a girls or mixed school, is available within reasonably proximity of the NFE school.

Almost all FE teachers see their school continuing 'in much the same way' in the future. The very large majority of NFE teachers also have this belief, while small numbers see the school as phasing out or transferring to the government system.

Finally, difficulties in obtaining some basic data need to be noted. Four further questions were asked in the Inventory on enrolment at each class level, on repetition and drop-out rates, and on the number of children at school. While these are important questions which appear straightforward, there were difficulties and ambiguities in data collection to such an extent that the data are not regarded as sufficiently reliable to report. Principal problems were: lack of consolidated records in some schools, particularly on repetition and drop-out; difficulty in conceptualising and estimating repetition and drop-out in a context where class level is not always discrete, promotion is not necessarily linked to cohorts, and where some children are intermittent attenders; interpretation of enrolment as including only the 'target' cohort in some cohort-cycle schools, while others included all children attending (including below school age children).

Monitoring

Almost all NFE, and most government, schools keep daily attendance records (although as indicated above, these are not necessarily available in consolidated form over time). Only about half said that they keep records on student achievement.

Most NFE schools are visited by the NGO monthly or more often, and this is considerably more frequent than the visits paid by government representatives to government schools. Visits by government officials to NFE schools do take place, but infrequently.

Where visits do take place, the principal purposes are similar for both NFE and government schools: testing children's learning, and monitoring records such as attendance by teachers and children. It should be noted that other data in this evaluation report, particularly from regional government officials, suggest that testing children's learning is superficial and unsystematic.

These accountability purposes of monitoring are far more frequently nominated than purposes associated with the improvement of quality or the identification of needs or problems.

Community and parent participation

Although data are reported from the government schools, the number of respondents is small. Most government teachers did not have experience of school-community organisations. It is apparent, however, that most government teachers who *do have* experience of school-community organisations report positively on criteria such as impact on improving education and increasing enrolment and retention for both boys and girls.

As expected, the large majority of NFE schools (but a small minority of government schools) have school-community organisations.

A majority, and probably a large majority, of school-community organisations have female representation and input either through membership of the general school-community organisation or through a separate committee such as a WVEC.

The views of NFE teachers on school-community organisations and community participation are summarised below.

- Most NFE teachers regard the VEC (or equivalent) as having helped to establish the school, and a large majority believe that the work of the VEC is "improving education for children".
- A large majority of teachers believe that the work of the VEC has resulted in increased enrolment and retention for girls, with about half believing this has been a moderate increase and a somewhat smaller number believing it has been a large increase.
- A large majority of teachers believe that community participation has increased since the VEC began, and half of these believe community participation has "increased greatly".
- The principal contributions of the VEC have been getting parents to send their children to school, followed by monitoring of teaching and learning. These contributions are rated much more highly than contributions of resources and maintenance, a similar pattern to findings from the 'Community Interviews'.
- Most teachers say that VEC members often visit the school and this is usually at their own initiative.
- School visits by the VEC are primarily undertaken to discuss quality of teaching and learning, followed by teaching and learning resources. Teacher and children's attendance is discussed. Considerably less discussion focuses on resourcing and maintenance issues.
- In contrast to the VEC members, teachers say that most parents visit the school "rarely" (although nearly one third do so "often"). Parent visits are most likely to be initiated by the teacher, followed by the mother, and much less frequently by the father.
- When parents do visit, the most common topics for discussion are admission of a child, quality of teaching and learning, teaching and learning resources, followed by teacher and children's attendance. Physical resources and maintenance issues are of minor importance.

3.2 Summary of Community Interviews

Section 4 of this report presents detailed data and tables from the Community Interviews. A copy of the 'Community Members and/or Parent Interview Schedule' is contained in Appendix C.2.

This section of the report provides a summary of data and principal findings from the interviews with community members.

For each of the 28 case study schools, interviews were conducted with members of school-community organisations (n=108) and with non-member parents (n=123). The sample composition is shown below.

	BLCC	MMBMT	ALWS	SGA	KK	SPO	Society	Total
Parent	18	16	18	17	23	20	11	123
Member	29	8	20	13	11	17	10	108
Total	47	24	38	30	34	37	21	231

Initiation of school-community organisations

Most school-community organisations played a role in establishing the NFE schools, with significant support from NGOs. Local 'influentials', such as politicians and large landowners, were rarely involved.

The role and contribution of school-community organisations

Members of school-community organisations see one of their main contributions as encouraging parents to send their girl children to school and a large majority believe the school-community organisation has played a key role in achieving this.

Almost all members and parents regard the school-community organisation as having improved educational opportunities for children. While this may be expected from members of such organisations, the similar response from (non-member) parents is a clear endorsement of the work of school-community organisations.

Nevertheless, substantial numbers of non-member parents are 'unsure' (but not negative) about numerous aspects of the work of the school-community organisation. Many of the members believe there could be better communication between themselves and the parent body at large. It appears that there is considerable scope for more effective community-wide involvement and dissemination of activities.

The importance of education to community members

Concerns about enrolling girls in school and about quality of education issues are of particular importance to both members and parents. 'Quality' is primarily associated with caring teachers who attend school, set an acceptable example, and impart and monitor basic learning skills. Quality takes priority over the resourcing or the physical set-up of the school, although these are also seen as important.

The community emphasis on 'quality' contrasts with the views of many government officials (see section 3.5) who saw the actual or potential role of parents as essentially resource-related and who commonly expressed negative comments on the capability and interest of parents in the educational program and its delivery.

Data show that if the school is of an acceptable quality, if children will be safe, and if schooling is affordable, then the community will become involved. There is clear evidence that parents value education, and that this will translate into sending girl children to school if

safeguards are present and if support is given through, for example, an NGO and other community members.

Parents reject schooling which is perceived as insensitive, either to the local context or the care and welfare of children, and which is poorly delivered by uncommitted people. It is not just the provision of educational places which convinces many parents to send children, especially girls, to school. The perceived quality of provision is just as important. For a large number of members and parents, the educational quality of programs associated with the NGOs in this evaluation is acceptable. This contrasts with the views of most community members on key aspects of government schooling.

Community views on their children's education and on teachers

Parents believe their children enjoy NFE schooling. Predominantly, the reasons relate to the caring and encouraging attitude of the teacher, to satisfaction with the quality of the education and to the faster rate at which the curriculum is covered in NFE schools.

Data show that parents have different attitudes and motivations for educating boys and girls: boys need education for a job; girls need education for social, cultural and domestic reasons. Beyond this immediate interpretation, however, it is clear that the school is seen as a major agency of imparting desired moral codes and standards, and this applies to both boys and girls. In turn, this expectation links with characteristics and qualities which the community expects of teachers.

Communities generally want to retain their NFE teacher, even if the school transfers to the government. This reflects not only the expressed satisfaction with the present teacher but is also a reflection of community scepticism about the commitment of many government school teachers.

Interview data show that parents want teachers who care about children and who value education. This is not surprising, except perhaps to the extent to which these qualities appear to be (relatively) more highly valued than teacher training and subject-matter knowledge. A reasonable interpretation may be that teachers who have undertaken formal training are, for this reason alone, not necessarily good or acceptable teachers. The essential pre-condition is the attitude and caring for children.

Concerns about government schooling and community participation

There is a dichotomy between those in the community sample (primarily the 'members') who believe community participation and interest would decrease if the NFE school became a government school, and those who believe the parents would take (or continue to take) interest and the school would improve. In interviews with NGOs, both viewpoints have also been expressed. On the basis of all of the data, it seems that the more pessimistic view assumes that the government system will 'subvert' gains achieved through community participation and NFE. The more optimistic view assumes that once parents have an experience of schooling for their children, and have had a legitimated interest and involvement in the school, there will be a positive momentum after transfer.

Only a small number of community members would prefer government schools. Their reasons relate to the capacity of government to provide better resourcing and security for the future of the schools.

For government schools to be acceptable, the community expects the government to ensure that:

- costs are sufficiently low to not deter or prevent children from obtaining an education;
- the community's interest in education for their children is recognised and legitimated;

- teachers must meet basic standards of professional responsibility and must care, and be seen to care, for children;
- quality control and monitoring of children's work is essential;
- schools are serious places where important work is done, and this cannot happen in an environment where accountability is absent and responsibilities are abused.

The overall significance of the NFE initiatives

A principal goal for NGOs and UNICEF has been to use NFE to reach and provide schooling opportunities to disadvantaged groups, particularly rural girls. A substantial majority of parents (leaving aside those who are unsure) believe that their girl children would *not* be attending school without the present NFE school. The principal reasons are those cited by the NGOs themselves: distance and safety; social and cultural factors affecting females; costs at other schools.

In the opinion of the community members, the principal reasons why some parents do not send girls to school relate to the need to undertake domestic work, the cost of schooling, and cultural factors. These are much the same factors that the NGOs in the present study addressed when they began working with communities to support the establishment of schools. The NFE experience suggests that ways have been learned to overcome common reasons for not sending girl children to school.

3.3 Learning Achievement Outcomes

The Terms of Reference for the evaluation included providing an assessment of "learning achievement" by children in NFE schools. This was subsequently broadened to include a comparison with a sample of children in formal government primary schools.

The learning achievement assessment for NFE children was conducted as part of the 28 school case studies (four from each of the seven NGOs). For government school children, existing data needed to be identified which could be compared with results of NFE children since it was not feasible to conduct an additional study of learning achievement on a government school sample, particularly since testing needed to be conducted on individual children and was necessarily time-consuming.

Ideally, learning achievement comparisons would be made at the end of primary schooling, However, most of the NFE schools in the present evaluation had not been operating sufficiently long to have substantial numbers of children enrolled in class 5 (or classes 3 or 4 in a number of cases). It was decided to obtain learning achievement data from class 2 children for the following reasons: (i) all NFE schools (except BLCC) have fairly substantial numbers of children at this level; (ii) it is expected that by the middle of the class 2 year, children will have achieved basic skills in literacy, numeracy and some other areas which will reflect the effectiveness of school learning (at least to a significantly greater extent than children in kachi or class 1). In the case of BLCC schools, however, the cohort model meant that students were predominantly in class 5 and therefore learning achievement was assessed at this level for schools supported by this NGO.

The lack of a widely used and/or standardised learning achievement instrument in Pakistan severely constrained options for data collection. Principal options were: (i) use of a curriculum or textbook based test such as that conducted through the Multi-donor Support Unit (1995); (ii) use of the more generic Assessment of Basic Competencies (ABC) instrument (Pervez, 1995). The first option was not regarded as feasible for two reasons: provincial variation in curriculum texts makes comparison difficult and potentially unreliable; available tests were not directed to the class 2 level, as required for the present study.

The ABC instrument had been developed to establish benchmarks on basic competencies of children, initially in Bangladesh, and was adapted for use in Pakistan on a national cluster survey basis. In the Pervez (1995) study, the ABC instrument was used with 11-12 year old children whose education had spanned classes 1 to 8. Hence, the ABC sample is by no means ideal for present purposes since the children were older than a normal class 2 cohort and there is a considerable possibility that other factors may be confounded with school learning. (However it must also be noted that a substantial minority of the NFE sample are older than is usual for normal age entry class 2 students and a comparison with normal age class 2 children in the government system would also be problematic.) The ABC comparative sample also differs in that it comprises both urban and rural children, and boys as well as girls. The NFE sample is predominantly rural and female.

The present learning achievement data therefore represent a judgment and a compromise among options, none of which is entirely satisfactory. Nevertheless, the data should enable aggregated comparisons on some key learning achievement competencies, although care needs to be exercised in interpreting similarities or differences.

The ABC test requires individual administration. The complete ABC test takes approximately one hour to complete. In view of limitations on the amount of time available for testing, balanced with the need to obtain adequate sample size for comparisons, it was decided to use a sub-set of the ABC test. The sub-set of items could be completed in approximately 15-20 minutes. This enabled an intended sample of 12 children in each of the 28 NFE case study schools, with data collection completed in two to three days in each

school. The 12 NFE children in each school were selected randomly. In those schools with fewer than 12 children in class 2, all children were tested. The achieved sample was 235 class 2 children and 49 class 4 children in BLCC schools.

In the ABC 1995 study, there were 105 class 2 children and 332 class 4 children. These formed the comparison government school sample for the present study.

The sub-set of the full ABC test comprised 34 items: 10 on Life Skills Knowledge; 6 on Reading; 5 on Writing, 9 on Numeracy, and 4 on Mental Arithmetic. Data from the ABC 1995 study were re-analysed using this sub-set.

Training for administration of the ABC test formed part of the two day training program undertaken in each province. The national coordinator for the evaluation, who had been principal investigator of the 1995 ABC study, briefed training teams on protocols and procedures, including the need to try to ensure an appropriate environment for one-to-one testing. Data gatherers completed the ABC test with 2 or 3 children in the pre-test schools and were then de-briefed in a group session. The completed pre-test instruments were checked for any procedural or recording errors by the national coordinator and the field supervisors.

Results are reported below. Independent t-tests are used to assess whether mean differences are statistically significant.

Learning Achievement: ABC 1995 results and NFE results

Class 2 (NFE results are for MMBMT, ALWS, SGA, KK, SGA and Society combined)
Achievement in basic skills

		ABC Survey 1995			NFE Schools 1996			
	Maximum scores	n	mean	SD	n	mean	SD	Sig.
Reading	8	105	2.13	2.73	235	3.40	2.40	*
Writing	8	104	1.34	1.96	235	4.68	1.78	*
Numeracy	12	104	5.00	3.36	235	7.12	2.45	*
Life Skills Knowledge	20	105	8.41	3.87	235	8.57	3.59	n.s
Mental Arithmetic	4	104	3.77	3.01	235	1.92	1.32	*

* significant at 0.01; n.s. not significant

Class 4 (NFE results are for BLCC only)
Achievement in basic skills

		ABC Survey 1995			BLCC 1996			
	Maximum scores	n	mean	SD	n	mean	SD	Sig.
Reading	8	332	6.02	2.43	49	6.94	1.53	n.s.
Writing	8	332	4.59	1.75	49	6.04	0.64	*
Numeracy	12	332	9.71	2.44	49	7.31	1.33	*
Life Skills Knowledge	20	332	10.94	3.95	49	11.96	2.96	*
Mental Arithmetic	4	332	5.86	2.26	49	3.12	1.13	*

* significant at 0.001; n.s. not significant

For reasons outlined above, caution must be used in assuming comparability of the results of the ABC test comparisons. However, it is apparent that the data do show substantial

differences, most of which appear to be significant, between the two samples. The principal findings are:

- At class 2, NFE children score significantly higher than the sample of government school children on Reading, Writing and Numeracy;
- At class 2, there is no significant difference on Life Skills;
- At class 4, NFE children score significantly higher than the sample of government school children on Writing and Life Skills;
- At class 4, there is no significant difference between the samples on Reading;
- At class 4, government school children score significantly higher than BLCC children on Numeracy;
- For both class 2 and class 4, government school children score significantly higher than NFE children on mental arithmetic.

Taken overall, it is apparent that NFE children at class 2 level have higher achievement on most learning dimensions, including the major basic skills of reading, writing and numeracy. The achievement level of the relatively small BLCC sample is at least comparable to that of government school children, being higher in some areas although lower in one major area, numeracy. The higher score on mental arithmetic for government children in both class 2 and class 4 may partly be due to their older age (11-12) and the fact a number have practical work experience.

While the focus of learning achievement in this evaluation is comparative, examination of the average scores of children in both samples shows that actual performance levels on some key learning areas is relatively weak. The fact that NFE learning outcomes may generally be higher than the government sample should not obscure the fact that the NFE scores on basic skills in reading, writing and numeracy could be significantly improved.

3.4 Interviews with NGO Representatives

This section reports on the work of the seven NGOs who, with support from UNICEF and other agencies, initiated the non-formal education programs. Data are presented on the role of these seven NGOs in assisting with the establishment, implementation and improvement of NFE schools. Additionally, each NGO was asked to respond to a number of questions and issues concerning NFE, based upon their experience and the learning process which they have gone through.

Data are primarily based upon responses to the 'NGO Interview Schedule' (Appendix C.3), with supplementary information provided by the NGOs themselves, UNICEF and other sources. Data on individual NGOs are contained in a separate document, 'Profiles of NGOs'. An eighth NGO, ABES, is described in a separate section (Section 3.6) since this NGO was investigated for its focus on in-service training rather than initiation of NFE schools.

The NGO Interview Schedule addresses the range of areas and issues in the terms of reference for this evaluation, as well as issues identified during preliminary interviews with each NGO, with the five UNICEF offices in Pakistan, and with representatives of government and other agencies.

The Interview Schedule is comprehensive and required a minimum of three hours to complete. Each NGO was visited by the project manager and as much time as required and/or available was spent on completion of the schedule. All NGOs except BLCC took the option of reviewing and completing the schedule after the interview itself and then returning it to the project manager. For some NGOs, completion of the Interview Schedule was regarded as a useful process of review of their past practice and future priorities and this explains why in some cases 'interviews' became extended discussions spread over up to six hours. It must be noted that one of the NGOs, Society, agreed to complete the schedule but that this was only partly done and many key sections were not commented upon. Follow-up by the project manager and by UNICEF national and regional offices did not improve this situation. Consequently, the data reported on Society are substantially incomplete.

Responses to the completed interviews were typed on the Interview Schedule *pro forma* and were returned to each NGO for checking and modification or amplification, if desired. In each case, an accompanying letter from the project manager identified particular areas in each NGO response which contained ambiguities or which could usefully be amplified. All NGOs, except Society, responded to these queries and provided additional information. Copies of completed schedules were also sent to the relevant UNICEF regional program officer for comment or amplification, as appropriate.

The Interview Schedule sought information in the following areas.

1. Numbers of schools/centres, enrolment and retention
2. The curriculum
3. The teachers
4. Assessment
5. Monitoring
6. Community and parent participation
7. NGOs: future directions
8. Costs and cost-sharing arrangements (reported in section 3.7)

While most NGOs were very helpful in providing information sought for this evaluation, there are some confounding factors which should be noted. First, a number of NGOs now receive support from multiple sources, either in addition to or in place of UNICEF support. For understandable reasons, some NGOs were reluctant to provide information on non-UNICEF support. This partly explains the difficulty in obtaining cost data sought through

this evaluation; such data were not regarded as an appropriate area of concern for an evaluation focused on UNICEF- supported activities. Additionally, it was apparent in some NGOs that it is difficult in practice to separate out UNICEF support and impact from that of other supporting agencies. This was an on-going source of difficulty for the present evaluation. Most of these factors apply to Society which had an additional variation, namely that it views its schools as part of the formal system, with Society playing a significant role in assisting communities in establishing schools which are then taken over by agreement with the government in Balochistan.

A further concern with NGO data concerns accuracy and completeness of statistical information. The data provided for the NGO Interview Schedule does not always match with information from other sources, including other NGO material. For example, more than one NGO was uncertain of the number of schools operating, and of the number which had closed, and large alterations were sometimes made to data initially reported. In this report, the data used are the final data supplied in each case by the NGO. The more general issue of the quality (and purpose of) monitoring data is taken up later in this section.

Numbers of schools/centres, enrolment and retention

Numbers of schools/centres

While UNICEF support was in most cases crucial for the establishment of schools, other agencies such as TVO, the Asia Foundation, the Prime Minister's Literacy Commission (PMLC), and the Participatory Development Program (PDP) element of the Government of Pakistan's Social Action Program (SAP) have increasingly supported expansion and continuation for some NGOs. Consequently, a substantial number of schools listed as operating in 1996 are not UNICEF-supported (for example, of the 200 MMBMT schools, 120 receive PDP support and 40 receive PMLC support, while the Asia Foundation has effectively replaced UNICEF in the cases of KK and SPO). Literacy centres are excluded from the table below.

Table 1: Numbers of schools/centres

	1996	1995	1994	1993	1992
ALWS [Aasthan Latif Welfare Society]	330	330	300	200	70
BLCC [Bunyad Literacy Community Council]	400	400	300	100	20
KK [Khwendo Kor]	47	55			
MMBMT (Malik Maula Bakhsh Memorial Trust]	200	115	40	20	10
SGA [Sindh Graduates Association]	134	66		10	
Society [Society for Community Support for Primary Education in Balochistan]	360	273	189	88	13
SPO [Strengthening Participatory Organization]	20	26	26		
Total	1491	1265	855	418	113

School closure and transfer to government

Some of the above schools have closed or are scheduled for closure. These are in small numbers except in the cases of ALWS and BLCC.

- ALWS indicates that 110 schools have closed in 1996 as a result of long delays in UNICEF payment support. It should be noted, however, that UNICEF strongly asserts that these delays were due to inadequate and delayed accounting on the part of ALWS itself.

- 100 BLCC schools closed in 1995; a further 200 are expected to close in February 1997 and an another 200 in June 1997. These closures are the planned end-of-cycle for schools which have been operating on a 30 month single cohort cycle.

Other reasons for school closures given by NGOs include:

- migration of villagers due to factors such as flood, viral disease and water shortage;
- migration, illness or marriage of the teacher;
- unavailability of textbooks;
- school-community organisations, such as Village Education Committees, which became inactive;
- parents became used to the idea of girls education and sent children to a nearby government school;
- gradual reduction in attendance, sometimes due to internal community disputes;
- "injudicious or insensitive visits by monitoring teams, particularly regarding community sensitivities to females, leading to a decision by male members of the community to close the school".

NGOs were asked whether schools had been handed over to the government system or if this is planned to happen. In the case of Society, the NGO model is based on assisting in the establishment of schools and subsequent transfer to the government; consequently all schools have been or will be transferred. Most KK and SPO schools are expected to be passed over to the government, although this is as a substitute for phase-out of donor funding rather than a preference. ALWS states that numerous requests have been made to government to take over schools but this has not happened, largely because of the poor relationship of this NGO with the government.

The issue of transfer to government has become less clear-cut as a result of PMLC support and PDP (SAP) funding to some NGOs. In effect, this is government funding which is implemented through the NGO and which allows continuation or expansion of NGO-supported NFE schools, but it does not constitute transfer of schools to the government system.

Enrolment, repetition and retention

Table 2: Number of girl children enrolled

	1996	1995	1994	1993	1992
ALWS	15,600	9,900	9000	6000	2100
BLCC	12000	12000	9000	3600	500
KK	1622	1600			
MMBMT	5707	2948	1350	610	350
SGA]	5146	1656		300	
Society	17606	12769	8010		
SPO	1368	1297	817		
Total	59,049	42,170	28,177	10,510	2,950

Some NFE schools also enroll a small number of boys. BLCC, for example, estimates that boys constitute an additional 5per cent of enrolment.

All NGOs indicate that their schools provide a first chance for schooling for at least 85per cent of those attending.

Table 3: Principal target groups and ages at entry for each NGO

	Age/age range at entry	Target groups
ALWS	8-12, with plans to move to 5-7	Rural girls and women
BLCC	6-9 and 10-14	The "poorest of the poor", girls and bonded labour
KK	most are 5-7, can be up to 14	Girls education (and establishing VECs which may become CBOs)
MMBMT	5-9, sometimes older	Girls primary education
SGA]	8-12	Girls education
Society	no response	Department of Education, community
SPO	most are 5, but some older	Disadvantaged rural communities

Most NGO figures on repetition rates and drop-out rates are unreliable. Some NGOs report repetition as nil because policy prescribes automatic promotion. One reports identical figures for repetition and drop-out. Bunyad claims drop-out of 5per cent but reports this as 15per cent since the former figure "would not be believed". Two other NGOs report rates which are clearly incompatible with their overall enrolment patterns, for example, stated annualised rates would result in negligible school enrolment in later years. No data were reported from Society, although this NGO does have a formalised monitoring system. It should be noted that follow-up queries to NGOs did not result in useful clarification.

These repetition/drop out rate anomalies appear due to at least two factors.

First, there is some lack of conceptual clarity on the meaning of the concepts (an issue being tackled through Balochistan EMIS). This lack of clarity is complicated by patterns such as 'intermittent attendance', as noted in 'School Inventory' data, and by uncertainty on how to record and report children who may have moved to the government system.

Second, while there is usually much activity in monitoring and collecting data at the local level, it is not always clear what these data mean for the larger or overall context. For this reason, monitoring sometimes seems to be undertaken *without* evaluation (see also 'Monitoring' below).

Bearing in mind the major reservations expressed above, it could only be misleading to estimate retention and drop-out from the NGO data.

The process of establishing schools

Each NGO was asked to nominate the principal criteria used in making a decision about whether or not to establish a school/centre in a particular community. Common elements are:

- conducting a baseline survey, sometimes using participatory appraisal methods, of the community and the potential number of female students (usually at least 30);
- identification and verification of an appropriately qualified (usually middle or matriculation pass) local teacher;
- assessing community interest in and willingness to establish a school and a Village Education Committee or equivalent, and community commitment to provide support for school maintenance;
- identifying and obtaining a school site/room, usually provided from within the community;

- most NGOs require that alternative government schooling is not available nearby.

The most clearly formulated and articulated approach to establishing schools has been taken by Society through its 14 step 'Community Support Process', supplemented by specific agreements on responsibilities of the government and school-community organisations. While Society differs from the other NGOs because it sees itself as part of the formal system, the 14 steps have been quite widely cited and adapted by other NGOs. However, the point is forcibly made by NGOs that school establishment is not a mechanical or neat process, and that negotiation with communities can be extensive and must entail regular follow-up.

By definition, NGOs in this evaluation are only working with communities which have agreed to take on school responsibilities. What is unclear, and unanswered in interviews with NGOs, is what approaches to provision of girls education can be taken in communities which do *not* agree to take on school responsibilities These are the most difficult to reach situations and current strategies may not encompass them.

The Curriculum

All of the NGO supported schools follow the government primary school curriculum, although additional components may be included such as hygiene and heath care, women's rights, the environment, character building and vocational skill training (domestic).

The normal five year government curriculum is covered, on average, in 3 to 4 years (except in the case of Society).

Some delays have been experienced in completion of the curriculum (see also Inventory data) and the principal reasons have been: delays in supply of textbooks, resulting in drop-out and/or needless repetition of previous work; more time than originally planned is needed for children to cover the class 5 course (although ALWS experience suggests that it is the first class which requires a full year of schooling in order to develop initial reading and writing skills).

The Teachers

Most NGOs recruit female teachers only, but ALWS and BLCC prefer to recruit females but do not regard it as essential. Teachers are invariably local (and in the case of home schools, the school is often in the teacher's home within the village).

'Middle pass' (8 years of schooling) is the minimum qualification for teachers in all NGOs except ALWS and MMBMT where 'less than Middle pass' can be acceptable.

Teachers in NGO supported schools range from having no training provided before beginning teaching (ALWS and Society) to required training for all or almost all (Bunyad - 10 days training; KK - several days; MMBMT - one week).

All NGOs themselves provide or organise in-service training, often with UNICEF support, and this is for an average of two weeks in total in a year. An exception is Society which, as part of the preparation to transfer schools and teachers to the government system, provides three month training using the Mobile Female Teacher Training Unit (MFTTU). This follows a 'probationary' period for both teacher and VEC, and the curriculum is partly intended to cover a compressed form of the Primary Teacher Certificate (PTC) curriculum.

Objectives and content areas of NGO training commonly include:

- classroom management;
- maintaining register, monitoring and recording progress;
- basic teaching skills and methods, including lesson planning and "dividing-up the curriculum";
- using teaching materials and aids;
- appropriate conduct for a teacher and attitudes to children.

Regarding *areas of need* for further training , almost all NGOs include improving subject-matter knowledge and multigrade teaching skills (though some already include this in current programs). Specific needs are:

- multigrade training, linked to group work strategies;
- improvement of subject knowledge, especially in Maths, Science, English, and in some areas Urdu;
- strategies for relating the curriculum to everyday life and the environment;
- understanding more about how children learn;
- monitoring and assessing children's learning.

Some NGOs, such as BLCC, have developed substantial and well regarded training packages and their services are now contracted by government. (Section 3.6 discusses the in-service work on quality of teaching and learning of the eighth NGO in this evaluation, ABES.)

Assessment

Assessment practices and school completion are described in this report as part of section 4, 'School Inventory'. The data reported by the NGOs are consistent with the Inventory data. All NGOs systematically conduct examinations at the end of each curriculum cycle (which is usually after six months), and records are kept for all classes.

None of the NGOs have data comparing the achievement of "your children with that of children in the government system". The assertion of some NGOs that NFE learning outcomes are higher than for children in the government system is based primarily on anecdotal evidence and comment (but is supported by the findings from the learning achievement data obtained in this evaluation and reported in section 3.3).

NGOs were also asked whether there are barriers or difficulties for children who wish to continue into the government system, particularly at the end of class 5. Most NGOs identify significant difficulties (and this partly explains why some NGOs would like to expand into middle schooling). Principal barriers and difficulties include:

- costs, as "enrolment, transfer and maintenance costs are high and boys will have priority", and direct costs of books and uniforms (and in some cases fees charged by teachers);
- concerns about teachers, particularly attitudes towards children and absenteeism;
- distance and concern over safety for older girls;
- the lack of equivalency recognition of NFE class 5 children by government, except where local negotiations with government officials are successful.

Data in this evaluation from interviews with community members strongly support the importance of the first three of these perceived barriers and difficulties.

Monitoring

Monitoring is regarded as a major responsibility by the NGOs. All NGOs say that a representative of the NGO visits schools "at least once a month" or "at least once a week", with the exception of Society which indicates "every few months". It is noted by ALWS that

visits alone are insufficient and that communities become sceptical if NGO visits are not purposeful and are not living up to commitments made by the NGO.

Regarding purposes of monitoring visits, almost all NGOs nominated each of the areas below as a purpose of monitoring. The statements are rank ordered according to NGO nomination of the "2 or 3 most important" - the number in brackets after the item is the number of NGOs naming an item as among the "2 or 3 most important".

Rank order of importance: "What are the *main* purposes of [monitoring] visits?"

1=	a) monitoring records such as *children's* attendance [5]
1=	c) monitoring *teacher's* attendance [5]
3	f) meeting with community representatives [4]
4	d) monitoring assessment and children's progress [3]
5	e) assisting the teacher to improve teaching and learning [2]
6=	g) checking on use of resources [1]
6=	h) identifying needs or problems to be addressed [1]
8	b) testing children's learning [0]
-	i) Other: distribution of materials [1]; motivating the community [1]

It has been noted that monitoring is often thorough at the local level, but the degree of detail in many NGO reports obscures assessment of overall effectiveness and impact. Lengthy monitoring reports are produced, containing compilations and listings of data on individual schools. For example, often data are often routinely obtained at local level on performance and outcome indicators, such as teacher and children's attendance. These are, quite appropriately, used to make judgements at the local level. Such monitoring is an important component of meeting accountability requirements. However, it needs to be seen as a first step, rather than as an end, in the monitoring *and evaluation* process.

The emphasis on monitoring is partly a response to donor requirements for accountability. However, much current monitoring practice does not appear to be the needs of donor agencies such as UNICEF.

When asked about "improvements which you can suggest to make monitoring more effective", most NGOs nominate more training in monitoring and monitoring systems, both for NGO staff and for members of school-community organisations. Given the amount of monitoring which already takes place, this may appear surprising. It does seem from a number of comments, however, that 'more training in monitoring' is not simply a request for more the same, but is a recognition that some of the broader impact indicators and program improvement purposes of monitoring and evaluation are not being adequately addressed. This is a conceptual issue as well as a data collection and management issue.

It may be, and this is implied by some NGOs, that a clearer distinction can be made within monitoring and evaluation between what can profitably be undertaken by the school-community organisations and the use which can be made of these data by the NGOs themselves.

Community and parent participation

Most NGOs provided detailed information on their contribution to, and the lessons learned from, community and parent participation. The key points are summarised below.

Regarding the main contributions which the community/parent body has made to the school, almost all NGOs nominated each of the areas below as a contribution. The statements are rank ordered below according to NGO nomination of the "2 or 3 most important contributions" - the number in brackets after the item is the number of NGOs naming an item as among the "2 or 3 most important".

What are the main contributions which the community/parent body has made to the school/centre?

1	h) encouraging parents to send their children to the school/centre [7]
2	f) increasing teacher attendance [4]
3=	c) maintaining school property and surroundings [2]
3=	i) establishing good relationships with the government system [2]
5=	a) provision of equipment [1]
5=	b) contributing money [1]
5=	g) monitoring quality of teaching and learning [1]
5=	d) reducing vandalism [1]
9	e) making visits to monitor the school/centre [0]
-	j) Other: providing local materials [1]; providing school building [1]

Five NGOs state that the community/parent body has made "a large increase" in getting more girl children to, (i) come to school, and (ii) to stay longer at school, while the other two NGOs believe there has been "some increase" in these areas. (Teacher answers to the same questions, reported from the 'School Inventory' are also generally positive, although with a higher proportion responding "some increase". Data reported in 'Interviews with Community Members' show that members of school-community organisations strongly believe their work has led to increased enrolment and retention, while non-member parents are less sure and/or positive on these criteria.)

Asked whether local community participation in the school has increased since establishment of the community/parent body, two NGOs state it has increased greatly, and the other five state "increased slightly". (The teacher and community member data show quite strong agreement that community participation has increased.)

NGOs see the community/parent body as having made the following contributions as part of the process of establishing schools:

- school site selection and/or provision of a room;
- construction and/or provision of locally available school materials;
- conducting or assisting with baseline and mapping surveys, and identification of prospective students and a teacher;
- holding discussions on schooling with the community, thus giving local credibility.

On the basis of their experience, NGOs were asked to suggest the most important steps and strategies which assist the establishment and subsequent operation of community/parent bodies:

- having members nominated through a general meeting in the village, rather than having the NGO itself form the committee (and also to avoid membership being "relatives of the teacher or a politician";
- training on roles and responsibilities, including survey techniques, participatory planning, and basic documentation;
- regular contact and follow-up, and assistance with 'symbolic' events such as award ceremonies and education melas;

- being willing to spend time, to talk and discuss, rather than assuming that a logical plan could be pre-determined and implemented, and allowing local context, concerns and constraints to be identified and worked through;
- treating villagers with respect, and acknowledging the value of their skills and potential contribution, especially with females;
- transparent processes and procedures to avoid possible inferences of corrupt practice and kick-backs;
- in the case of some NGOs, drawing up agreements to formalise rights and obligations;

Several NGOs identified barriers which needed to be overcome to create confidence among community members that their potential role is needed and can be authentic rather than token. One such 'barrier' is unfamiliarity with the concept of participation, and the legitimate right of communities to participate. This includes challenging the assumption that schools are "government business" or that the NGO will run the school. A second potential barrier is the view that politicians or other local influentials will dominate and divert the operation and resources of the school ("feudals and bureaucrats who do not want the community to be effective").

Attitudes towards the role and potential contribution of government officials vary. At one extreme is the view that involvement of government officials is incompatible with community participation, either because forms of corruption will be introduced or because the government "lacks conceptual clarity on community participation". There is also concern that the government system thinks "upwards" and that it is "bureaucratic and authoritarian rather than collegial". This view sees government officials as unwilling (and perhaps unable) to accept community input on matters such as teacher transfer or educational quality, and as preferring that community 'involvement' remains at the level of local maintenance and resource support. Data presented in this report from the community members themselves strongly affirm their stake in quality of schooling.

NGOs: future directions

All NGOs in this evaluation, except for Society, regard themselves as providing primary schooling through non-formal education. These NGOs were asked if they see NFE as an "interim form of education which will or should become absorbed into the formal school system" or as a long-term educational option. Opinion is divided.

- Several NGOs see NFE as long-term because a growing population coupled with an already high illiteracy rate in rural Pakistan creates demand beyond the capacity of the government system, and because too many government schools exist on paper only and will continue to be non-functional.
- BLCC suggests that the NFE example has created an environment and a precedent for offering low cost access to schooling for girls which the formal system will pick up, though in the longer-term;
- KK would like to develop a contractual relationship with government, possibly along the lines of Society in Balochistan but still with an NFE program;

Discussion of the longer-term prospects for NFE were, however, caught up in developments beyond the control of the NGOs. The ambitious expansion plans of the PMLC were viewed as supplanting or by-passing NGO work in NFE. While the PMLC initiative appears to draw upon successful NFE experience, it was regarded with scepticism by all NGOs because of a perception that it is 'politicised'. Some NGOs have taken up service delivery with PMLC, although not necessarily as willing or comfortable partners. There has been some confusion about the future support which NGOs will receive from donor agencies such as UNICEF, and there is a belief in some NGOs that medium to longer-term expectations of support are not being met.

In part because of this uncertainty over the future, NGOs have needed to re-consider their future directions, as summarised below.

- ALWS is the only NGO whose future plans are to extend current NFE service delivery, with no aspects of the present profile phased out. With phase-out of UNICEF support, ALWS expects to have support from PDP funding, corporate sponsors and private donors.
- BLCC expects to provide less direct service ("this is a drop in the ocean") and to extend NFE to middle schooling in response to community demand. It also anticipates an increased role as an "umbrella organisation" and resource and training centre for other NGOs.
- KK sees "education and income-generation as the crux for female development". While maintaining focus on girls education in rural areas, KK priorities include working with other NGOs, improving the qualifications of NGO staff, and conducting field based research leading to "quality improvement, not just volume".
- MMBMT sees female primary education as a "stepping stone towards other areas of socio-economic development such as health, income generation, and improved environmental and sanitation conditions". Development of CBOs is one means of achieving these goals.
- SGA proposes to work with the formal government system and to develop into secondary schooling.
- Society did not respond to questions on future plans, but did provide documentation which notes "that Society should radically broaden its vision to set up a human resource training center and become a training organisation and assist in developing strong links amongst enabling organisations" as part of a move towards "global partnership".
- SPO wants closer cooperation with government agencies such as FEF (Frontier Education Foundation) and PMLC, combined with encouraging industrialists to run NFE in villages. SPO wants to focus more on capacity-building through training of teachers, community and VECs.

Some of the broader issues for NGOs arising from recent developments and future plans are raised in the discussion in the first two sections of this report.

3.5 Interviews with senior and regional government officials

Interviews were scheduled with senior government officials to obtain their views on NFE and the work of UNICEF-assisted NGOs. With extension of the scope of the evaluation to include some comparisons of NFE with the formal system, it was also decided to interview a sample of regional government officials (such as District Education Officers and their assistants or deputies). Data from both sets of interviews are reported in this section of the report.

Interviews with senior government officials

UNICEF offices in Islamabad and in each province arranged meetings with senior government education officials (such as Directors of Primary Education and/or Additional Secretaries) for the evaluation project manager and national coordinator. A minimum of two officials were interviewed in each province and the capital territory.

The principal purposes of these interviews were to outline the objectives and procedures of the evaluation, and to:

- obtain information on current and projected initiatives and/or policies on community participation in schooling;
- obtain views on: the work of NGOs in NFE; the role of NFE itself; the contribution of UNICEF support.

It will be apparent from some of the comments reported that it would be inappropriate to identify individual respondents.

Attitudes towards community participation

At a general level, every senior official endorsed the importance of community participation and of establishing school-community organisations. It was noted by a number of those interviewed that this was an imperative, given perceived insistence by the World Bank on such developments and directions.

Even though all of the senior government officials endorsed the concept of community participation, there was substantial variation in attitudes and in views on implementation. Examples are given below.

- A distinction has been made earlier in this report between community participation and parental involvement. Some officials were conversant with, and willing to endorse and promote, the broader and more authentic 'community participation'. Others clearly saw the scope of developments in the more limited terms of 'involvement'.

- Some officials observed that the importance of community participation is "not newly discovered"; others that "our experience in community participation is quite new". A distinction was drawn between previous and current initiatives, noting that previously "we had not thought of delegating powers - the parents just came to school as part of the PTA".

  It was generally acknowledged that those provinces which already have requirements for the establishment of school-community organisations are still in the process of working out operational strategies. For example, in two provinces with such requirements, it was suggested to the evaluation team that it would be premature to seek information on the success or otherwise of these initiatives, at least one of which had been in place for well over a year. This lack of information may reflect the view expressed interviewed in the course of this evaluation that some community participation initiatives exist on paper only; that is, they are implemented through

decree, followed by submission of a set of names on paper from the local level, and this is regarded as constituting the establishment of a school-community organisation.

- Some officials believe that communities are ready to, and are capable of, taking an active role in the formation, operation and standards of schools. As one example, the Balochistan 'Notification' on PTSMCs endorses and promotes participation, including through: 'regularisation' of teachers in terms of attendance and monitoring; maintenance functions; provision of local-level funding with joint school and community representative signatories. The serious intent of the Notification, which is yet to be enacted, can also be seen through the provision for withholding teacher salary for non-attendance.

  Some other officials believe that the government will need to foster and encourage communities before they are ready or able to take on a substantial role. This is evident through comments such as:

  "parents lack motivation, we have to educate them, to tell them the importance of education";
  "very few people are interested in really knowing what their children are doing in schools - they consider it is a responsibility of government";
  "parents are not bothered about outcomes";
  "we must let parents know that they have to participate and not be dependent on government";
  "in the field, I don't think people have much confidence in the government on community participation".

- Implementation is of course also dependent on school staff. While some officials see the teaching profession as a barrier to schooling reform and community participation, others see it as the vehicle which will promote participation:

  "teachers need to be convinced that the community can and will help";
  "teachers see the community as interference, not support";
  "the head teacher has been instructed to cooperate fully with the community";
  "if we can ensure the presence of teachers in schools, 75per cent of our problems will disappear";
  "if the teacher is there, even if they are only average, community participation will start working";
  "an honest teacher in a village is very much respected by the community";
  "teachers must be appointed from the community and be based in the community - then the family and clan of the teacher is involved and there is a stake in [teacher] performance";
  "the community will keep them on their toes".

- The implementation role of middle level officials, some of whose views are reported below, was acknowledged as crucial. Support for school-community organisations, and for monitoring, were regarded as essential. To enable this support to be effective, training was identified as a need for middle level officials. There was also some scepticism: "they are overloaded now and aren't monitoring"; "they do what they want - they owe their jobs to politicians".

- Policy documentation varies from substantial and transparent in some instances, to minimal or inaccessible in others ("there are no TORs [for school-community organisations] at present"; "the documents are not lying with me - policy is the role of the government, not the Department of Education").

- The approach to community participation is also reflected in the names used for school-community organisations. This is not just a semantic issue: there are different implications for the scope and nature of the community role in titles such as Village

Education Committee, Parent-Teacher Association, School Management Committee. Each can imply a different concept of what constitutes the scope and validity of activities as well as the relevant 'community', and who can and should be a member.

Attitudes towards NFE

Attitudes to NFE vary, with some officials seeing this as an interim measure and a 'tangent' to the main agenda, while others see it as a longer-term and essential complement to the formal primary system if broader goals such as UPE are to be achieved.

Some officials see the establishment of NFE Directorates as little more than token efforts; others see them as significant developments. These contrasting views were sometimes within as well as across provinces and, not surprisingly, related to whether or not the official had a responsibility for NFE.

Attitudes towards NGOs and UNICEF support

Attitudes towards NGOs vary. Some officials endorsed the contribution of the NGOs in this evaluation, and saw substantial potential further contributions. The NGO role in service delivery, particularly in the context of NFE and PMLC initiatives is evidenced through government advertisements seeking expressions of interest from NGOs who now assist in or provide service delivery.

For one senior official, the "NGOs are a way of by-passing government inaction." For some officials, the appropriate role of some of the larger NGOs in this evaluation is to move (or continue to move) into training and capacity-building for smaller NGOs who will be service deliverers. This direction is supported by a number of the NGOs themselves.

Community-based organisations (CBO's) were regarded, in some cases, as potentially more significant than NGOs, though support and training *for CBOs* was identified as a potential contribution of NGOs. Establishing resource centres was also identified by some officials as a viable role for NGOs.

Endorsing the role of NGOs does not, however, necessarily mean supporting the kinds of NGOs included in this evaluation. A number of officials stressed that their interest is primarily in relatively small and local NGOs. Some officials were blunt in their scepticism about some of the larger NGOs: "the big ones are too expensive"; "supervision costs are too high, and we can't afford first-class airfares and Landcruisers"; "the NGO business"; [some are] "voracious" and "spend their lives in pursuit of prospective victims"; "not more than 10 per cent of [a particular NGOs'] schools are operating".

The preceding paragraphs raise the broader issue of NGO-government relationships. The 'Context' and 'Summary' sections of this report discuss this issue, particularly the dilemma for NGOs of becoming little more than an implementing agency of government policy as against taking a more experimental, and sometimes critical, stance towards the status quo. Some NGOs in this evaluation express concern that the second role will be increasingly difficult to sustain if donor agencies such as UNICEF channel their support to NGOs through government.

While some officials acknowledge the contribution of UNICEF as of major significance, others did not. In two provinces, it was suggested that a UNICEF contribution would be welcome but "we have not had contact with UNICEF-supported projects", "UNICEF has not been influential". However, other officials made comments such as, "UNICEF's contribution has been "astute and timely", "UNICEF helped show the model [NFE for girls] could work" and now it is time to replicate it on a broader scale", [UNICEF's contribution has been] "the nobility of its gesture and not its magnitude".

Interviews with regional and local government officials

Views were sought from a sample of the 'middle level' of the educational bureaucracy, particularly since these officials would be influential in the implementation of community participation initiatives.

The interview structure

Interviews were structured around the following questions.

1. How many schools are you responsible for, and over what geographical area? What are the principal areas of your responsibility? *[Probes: monitoring attendance, retention; administrative matters such as school functioning, teacher transfer, teacher attendance; educational and quality matters such as improving the quality of teaching and learning, with examples.]*
2. How often do you visit schools in your area? For what principal purpose?
3. To what extent do you have contact with community members and parents associated with schools in your area, e.g. through VECs.
4. Do you work with NGOs, and do you expect to work with NGOs in the future? What are the main present or potential areas of collaboration?
5. To what extent:
   (i) are community members involved in government schools in your area, and what are the principal forms of involvement?
   (ii) will community involvement increase in the future? In what ways?
6. Provide examples of the actual and potential forms of community contribution and assistance to schools.

The interview sample

Interviews were conducted with staff in seven district education offices. In most cases, these offices were responsible for education in the same geographical areas as the NFE schools included in this evaluation. In two cases, primarily for reasons of accessibility, education offices in areas adjacent to the NFE schools were substituted. Interviews were conducted in Urdu and translated into English by the evaluation's national coordinator.

Up to one day was spent in each office, with between three and eight staff participating in individual or group interviews. As it was difficult, and often impossible, to set up interviews in advance, officials were interviewed on an 'opportunity sample' basis. In practice, interview priority was: first, District Education Officer [DEO]; second, Assistant or Deputy DEO [ADEO/DDEO]; third, Learning Coordinators [LC]. In total, over 30 officials participated in interviews. While at the offices, unscheduled interviews were held with some teachers and teacher union representatives who happened to be present on the day.

Limitations on the data and constraints on reporting

The seven districts in which interviews were conducted are not necessarily representative of rural districts in Pakistan. However, most of the seven districts cover the same geographical areas as the work of NGOs in this evaluation. By definition, the sample under-represents officials who were on field visits, or who were not attending the office on the day. Interviews sometimes commenced with one official, were joined by others, while some officials came and went during the course of an interview. Reflecting the hierarchical structure, the most senior person present at a point in time often became the principal respondent.

In almost all cases, as the interview progressed, more candid opinions were given. A distinction was drawn by respondents between the 'official' view and 'what really happens' and 'what we really think'. In order to report the latter views without placing respondents in

a potentially difficult situation, it is necessary to report data without specifically identifying the source or, sometimes, the specific office.

Overall findings

The data reflect perceptions and views of those interviewed. Frequently these comments are inconsistent with government policy and with government claims of progress and achievement in promoting active and effective community participation. The significance of many of the views reported below lies as much in the 'mind-set' challenges which they represent to constructive educational change as in the practical constraints which officials face in carrying out their responsibilities.

Four conclusions are suggested by the interview data.

1. Monitoring is irregular, is often superficial, and has little to do with improving teaching and learning.
2. There appears to be little accountability in the way middle level officials spend their time, and there is considerable scepticism about the usefulness of some roles, particularly Learning Coordinators.
3. Many officials have, or perceive themselves to have, a much less significant influence over teachers and schooling than local 'influentials', especially politicians.
4. Attitudes towards community participation and parental involvement vary from hostile to cynical, although some officials acknowledge some recent positive and promising directions.

Each of these points is elaborated below.

1. Monitoring

The total number of district schools for which district offices in the sample are responsible varies widely, ranging from less than 100 to around 800 (and sometimes many more when 'masjid schools' are included). The number of schools in sub-divisions, clusters and 'circles' also varies widely. Consequently, it would be misleading to try to calculate an 'average' school catchment area for which officials have responsibility.

In general, DEO's are expected to undertake monitoring visits to a sub-set of district schools during a year, while A/DDEO's are generally expected to visit each school at least once. Learning Coordinators, whose role is primarily to serve as a 'model teacher', are expected to visit each school at least once a month.

Particularly in larger rural districts, a distinction was commonly drawn between "roadside schools" which could be conveniently visited for monitoring or "ceremonial" reasons (such as visits by donor teams or politicians) and between more distant schools which, some officials claimed, could go years without being visited. Asked to explain the discrepancy between the latter case and the requirement for a minimum of one visit each year (at least for financial audit purposes), officials indicated that bogus visits would sometimes be recorded.

Record-keeping was variable. At one extreme, an officer indicated that he did not know how many schools were in the district and the officer who might know "has not come in yet". On the other hand, a female DEO in Balochistan had wall charts in her office showing numbers of schools and children, and graphs of increased girls' participation rates over time.

None of the seven offices was able to document a system for 'monitoring the monitoring'. Self-report by officials was apparently accepted as the norm.

Senior district officers were asked to explain the criteria used when monitoring schools. The following points were made.

The essential information to be recorded is teacher and students' attendance. When audits are held, records and stocks are examined, and sometimes children are tested for learning achievement. Such testing is based on sample judgements of what a child should know, rather than on, for example, a systematic test of minimum levels of learning.

Some officers said that they also investigated the quality of teaching. Asked to explain criteria used for assessing quality, responses were of two kinds: observation of activities and obtaining information from children. Through observation, good teaching was characterised as:

- the blackboard is being used;
- meaning of difficult words is explained;
- the significance of the lesson is told to children;
- homework is checked;
- the school is clean;
- there is no noise;
- children sit in proper rows.

Some officers said that to estimate the "quality of teaching", you only need to ask a few questions to children ... no elaborate procedure is required" ... "A small sample of answers given by children is sufficient to give a good idea of whether the teacher is performing well." An Assistant DEO observed that "three or four students are asked verbal questions which is a good estimate of the quality of teaching", then observations and comments are recorded in the log-book and if a teacher is found "deficient", a written warning is given, "however, there is no way to take corrective measures against teachers. At best, they can be transferred to remote places. Most of the incompetent teachers have strong enough political patronage that they cannot be 'touched' by the Department."

In a small number of cases, monitoring practice was entirely superficial. For example, a DEO stated that "we carry out inspections" but, when questioned, said that 'inspection' means "seeing if the teacher is present". Asked how long monitoring takes, one respondent commented, "It is a very brisk job. They easily manage ten schools in a day - check the teacher's and children's attendance, and sign the log-book - that is it".

The monitoring role of more junior officials such as Learning Coordinators could be expected to be more systematic and regular. Those LC's who commented on monitoring criteria cited similar ones to those reported above. In response to specific questions, LC's were unable to articulate *additional* ways in which they undertake their responsibility for acting as a "model teacher" and improving the quality of classroom instruction. A group of six LC's described a typical report as "placing an entry in the logbook" along the lines of "the teacher was present, children's attendance was satisfactory [or a specific number of children were present on the day], and the teacher's way of teaching was satisfactory". For the most part, LC's were more concerned to explain constraints on conducting their job rather than achievements.

2. Accountability

In most DEO offices, few or no officials were at the office until late morning. It was difficult or impossible to find someone who knew where absent officials were working.

In some cases, no field visits or monitoring were being carried out. In one district in NWFP, the work of the office had effectively been suspended due to teacher and union protests over allegations of corrupt and unfair promotion and transfer of teachers. A Learning Coordinator commented, "do not ask about visiting schools in the last few months. Everything is in total chaos. [Unjustified transfers of teachers and LC's] have agitated everyone so much that nothing is functioning these days". Posters had been placed on the office walls urging teachers not to obey transfer order from the DEO because such orders are

based upon "injustices" and "personal favours". Teacher union officials gave specific examples of alleged corruption, such as withholding installation allowances for school fans and requiring that this work be done by the teachers themselves.

Observations are made in other sections of this report that some NGOs and communities had a poor opinion of the effectiveness of district officials, particularly Learning Coordinators. Similar concerns were expressed in a number of district offices.

- Most LC's expressed dissatisfaction with their situation. Complaints included an expectation that they keep a diary but "as diaries are not provided by the government, we are not writing field visit notes", and lack of transport to visit schools, with the result that "mostly we [LC's] are nowhere" (or, as a DDEO expressed it, "they are vagabonds").

- One group of LC's said they had received training about three years ago but could remember little of what it was about. In contrast, at another office most LC's were presently attending a training session. The DDEO was asked about the purpose of this training: "Learning Coordinators' training is a total waste of government money. There is too much training these days. It is not useful and there is hardly any time for work. The training goes on all the time".

- Senior (DEO level) officials who were willing to comment on recruitment to the LC role were critical. "The expected role of a Learning Coordinator is that of an ideal or model teacher, but they are not teachers at all ... LC's are teachers who are not interested in teaching and who spend most of their time in building political links, and most of them spend their time developing political linkages to get a better posting with more lucrative perks."

3. Limited influence over teachers and performance

The preceding section gives a bleak picture of the role definition and performance of some district officials. It may be that a more positive situation exists in other parts of the country, but it is significant that the present data speak to the situation where NGOs in the present evaluation are working.

There is a strongly held view among many of those interviewed that the effectiveness of officials is diminished because there is little they can do to remedy deficient situations.
The issue of patronage and inability to effectively sanction poor performance was raised several times. One DEO said that "there is no point in estimating the quality of teaching because a DEO does not have authority to control the quality of teachers because they are not recruited on merit and there is no way to punish them on poor performance and reward them on good performance". An SDEO said that, in his district, the teacher union was so powerful that the DEO's office could not take action against a teacher. The office's "supervisory staff have a program of school visits but this is a formality - they are not taken seriously either by the supervisory staff or by teachers".

4. Community participation and parental involvement

With a small number of exceptions, DEO's and other government system officials were sceptical, and sometimes dismissive, of the role and potential of community participation and parental involvement in schooling.

Negative attitudes towards participation and involvement

Negative attitudes were typified by comment from a group of Learning Coordinators. "The community does not take any interest in schools. They only come to school once in a child's

school lifetime - to get the child admitted to school. ..... [Participation] is of no use. Parents are not interested beyond getting the child admitted in the school and hoping that he/she will pass the examination." The LC's said they were unable to recall any instance of useful community participation in schools.

Asked about what may be learned from NGO initiatives in fostering participation, this group of LC's commented: "NGO talk of community participation is a big lie. Parents are poor and illiterate. They cannot take any interest in schools or education."

An SDEO with responsibility for the same area as a UNICEF-assisted NGO which has actively established VEC's and promoted community participation commented that he was unaware of any NGO community participation initiative in his area and had not heard of any international agency's interest in promoting participation.

Views expressed by DEO's and A/DEO's included the following:

- "The possibility of community participation does not exist at present. [Participation] is a desirable thing but with the existing political interference in everything, encouragement of such participation can only further ruin the system."
- "Most of the parents are illiterate and they are unable to make a contribution. They are engrossed in economic survival and cannot think of making time available for schools."
- "The role of the community is ... limited to sending their children to schools. If they are able to do that, it is more than enough as a contribution from the community. The community does not have any idea about the content and the quality of education. Therefore, any contribution from them cannot be expected.
- "Everything required by the school is provided by the DEO. The community does not have anything to offer to schools."
- Claims of achievements by NGOs are exaggerated, "they may be influential in their own area but in most places are not very successful".
- "Locally appointed teachers are more strict about observing purdah, and so they do not like SMC's because they are mostly male, and they do not allow males to enter girls schools."
- [Participation] "is not supported by teachers because they think committees will interfere in their affairs ... and the power politics of the village can creep into schools through these committees."
- "There is no way to tell if the parent members of SMC's represent the community."

A significant concern emerging from most interviews in all provinces is the view that where community and/or parent bodies are being formed, this is cosmetic rather than substantial. For example, "SMC's are only a 'sham' activity. Head teachers pick the names of some cooperative members of the community. Arrival of a list of these names at the DEO's office is counted as formation of an SMC."

Scepticism sometimes extends to the quality of 'community schools' and teachers, as well as the authenticity of community bodies. A DEO commented that, "A World Bank team came from [provincial capital], they undertook some surveys, formed SMC's and established schools. ... but the government schools are much better than community schools ... the community teachers are incompetent and much less qualified than the government school teachers". [Not having local teachers] "is not a problem. Female teachers are available in the cities and they can be daily commuted to rural schools. It only needs the government to spend some more money on transport."

In the relevant provinces, department officials were asked about their understanding of 'community model schools' and what was distinctive about use of the term 'community model'. An official responded, "I have no idea. We only receive government orders and obey these. If the government wishes to call these 'community model schools', we also call

these 'community model schools'. Other comments included: "You would have to ask the ADB why they are called this", and, "The only difference is that these have better and larger buildings - maybe five classrooms in every school - perhaps they are funded by the World Bank".

Positive attitudes towards participation and involvement

For some more senior officials, a positive shift is occurring. A typical response comes from a DEO (female) who commented: "In many years of service, I have not seen any community cooperating with the Department of Education. However, with SMC's being formed and given some authority, things should improve. Because of the government's orders to form SMC's, my office is trying to actively promote establishment of SMC's. I go to villages and urge the people to form SMC's. Slowly this is happening."

For the most part, the potential for community bodies is seen in forms of 'involvement' rather than 'participation'. Consequently, examples of the role which community bodies can play include:

- "less damage will be caused to school property";
- "sometimes VEC members are very helpful in fetching material from the DEO's office to their village schools - this is a big help because carrying material into the far flung areas is a big problem for DEO's offices";
- several responses noted provision of local teacher accommodation as a major role for community bodies, and "sometimes they also look after the food requirements of the school teacher";
- "SMC's keep the DEO's office informed about the requirements of schools, such as mats for children or a blackboard, and sometimes they help in building boundary walls";
- "SMC's are slowly becoming more effective. Recently an SMC has collected and spent 23,000 rupees on the repair of a school. A register for recording minutes of SMC's meetings is maintained by the head teacher."

Some senior officials positively endorsed the role for community bodies in accountability: "making teachers more alert that their absenteeism can be checked and reported by VEC's". In Sindh, "it is expected that PTA's will augment new supervisory roles [a cadre of supervisors, LC's and resource persons] but so far there has been no significant impact".

In general, it seems that the closer the official's role is to schools (for example, Learning Coordinators) the more sceptical are the views on community participation and parental involvement. It is not clear whether some more positive views from senior officials (such as the DEO's themselves) simply reflects greater awareness of current policy which endorses participation, *or* whether these views are more easily endorsed when the official's role is more abstracted from day-to-day school operations, *or* whether there is a genuine commitment and belief in the positive potential of community participation.

3.6 Addressing quality of teaching and learning: ABES programs

ABES: Improving the quality of teaching and learning

'Improving quality' has become a standard phrase in educational planning and policy documents in Pakistan. The meaning, in practice, of `improved quality' is often not articulated, nor are strategies for achieving it.

The work of the NGOs in this evaluation has primarily centred upon the *provision* of education, often for the first time, to girls and women in rural communities. Provision of education is a major achievement, irrespective of the quality of classroom processes.

Teacher training for NGO schools has often been brief and focused on immediate coping strategies. It is not surprising that much teaching in NFE has drawn upon common practices such as rote learning and teacher-centred classrooms. These are the kinds of classrooms which the teachers have themselves experienced. The need for coping strategies is reinforced by the large number of multigrade teaching situations in NGO schools.

None of the NGOs in the evaluation is complacent about classroom practice. Improved teaching and learning is an identified need, alongside the need for pathways to continuing the provision of education into the middle years.

The significance of the work of ABES for this evaluation is in the initiatives which it has taken to improve teaching and learning processes in the classroom, particularly in multigrade situations.

Adult Basic Education Society

ABES is a registered non-sectarian and non-profit NGO, established in 1971. Its major activities in adult functional literacy draw upon 'Naya Din [New Dawn] Teaching Methodology' and have been awarded international literacy awards by UNESCO in 1984 and 1991. Production of literacy primers and videos have been supplemented by over 200 graded-vocabulary booklets on topics such as health, nutrition, child care and family planning. ABES claims to have trained 27,000 literacy teachers and to have given literacy skills to 300,000 directly and to one million 'indirectly'.

Two more recent programs have been developed. First, in collaboration with UNESCO, a poverty alleviation program builds from literacy refresher courses into skill training and income generation through chicken raising and goat rearing. Second, a Primary Education Project, supported in part by UNICEF, aims to improve the quality of teaching and learning; this initiative is the focus of the present evaluation.

The Primary Education Project

In late 1993, ABES began a project to improve quality of teaching and learning in 25 primary schools identified by the Federal Directorate of Education in rural areas around Islamabad. Concurrently, 10 'Community Primary Schools' (CPS) were established, with UNICEF assistance, in rural areas which did not have schools.

The CPS "experiment" was judged successful based on criteria of low drop-out and teacher performance ("efficiency and motivation"), although data are not available to substantiate these claims. CPS was extended to 75 schools with support from ICCO-Holland and "there are presently 100 schools functioning with a total enrolment of 3,000 children of whom 80per cent are girls" (ABES literature).

The project aimed at introducing "an activity-based, child-centred teaching approach" through in-service training, closer community coordination and dissemination of a fortnightly newsletter.

A major priority for ABES has been the development of training and materials for multigrade teacher training. The principal resource for this training has been the adaptation, by ABES and a UNICEF consultant, of the *Multigrade Organization and Teaching in Primary Schools* workbook originally prepared by David Strawbridge for use in Bhutan. This comprehensive workbook covers principles of multigrade teaching as well as a large number of strategies which can be used in these contexts. The significance of the multigrade focus is twofold:

(i) it addresses the immediate and pragmatic issue for many teachers in Pakistan that multigrade classes are a normal daily experience but little or no preparation has been given in how to handle such situations;

(ii) addressing multigrade skills is an effective platform for the introduction of new teaching and learning processes, particularly in a context where many classrooms are teacher-directed, children are passive recipients, and rote learning is common.

The current situation is summarised in the foreword to the workbook by the Joint Educational Adviser to the Pakistan Ministry of Education in the following terms:

> In normal routine, a teacher has to teach two to three classes a day, and the number of subjects to be dealt with daily is 4-5. This leads to the dire need for Multigrade teaching. Its concepts, objectives, planning, orientation and implementation have by and large continued to be overlooked due to complacent over confidence on the part of managers and administrators of Education.

In the present evaluation, three quarters of both the NFE and the government primary schools in the Inventory sample were multigrade schools. Moreover, this report points out that the dominant, although not exclusive, mode of teaching and learning in the sample schools follows the pattern described in point (ii) above. Consequently, it is logical that UNICEF has given support to the development of ABES multigrade programs.

Objectives of the data collection

The principal objective of the interviews was to investigate the impact on classroom teaching and learning practices of ABES multigrade skills in-service training.

In addition to impact in the classrooms of ABES trained teachers, a second objective was to examine the extent to which there was a transfer within schools from ABES trained teachers to other teachers in the school.

The third objective was to assess the attitude and impact, if any, on head teachers as a result of, either, their own exposure to ABES training, or the presence of ABES trained teachers in their schools.

The Sample

ABES supplied the names of 23 schools (government and CPS) in the Islamabad area in which at least one teacher had attended a Multigrade Teaching Workshop. Teachers were selected from 15 of these schools. All schools are in rural or semi-urban areas in the Islamabad Capital Territory.

The intended and achieved samples are:

	Intended sample	Achieved sample
ABES trained teachers	15	18
Non-ABES trained teachers	15	16
Head teachers, where there is one, in schools with an ABES trained teacher in the sample.	Approx. 10	8

The Interviews

A copy of the interview schedule, with sections for each group of respondents, is contained in Appendix C.4. A team of five interviewers was trained by the evaluation national coordinator in use of the interview schedule and trial interviews were undertaken in non-sample schools, followed by de-briefing.

ABES Trained Teachers

The teachers

The ABES-trained teachers are better qualified than most of the NFE teachers in this evaluation. Most had higher teaching qualifications, either CT or BED, in addition to the PTC. Most had less than 5 years of teaching experience. The qualification level was higher and the years of experience of teaching were less than the sample of non-ABES trained teachers.

All of the teachers had taken at least several days of multigrade training, sometimes in more than one training session. Most had taken ABES 'refresher' training.

Most were nominated by the head teacher to take training. About one third of the teachers said they did not know why they had been nominated. Other teachers gave the following reasons: I was a more competent teacher (2 teachers); no other teacher was willing (2); ABES nominated me (2); I was interested (2).

Positive outcomes from ABES training

Teachers were asked to indicate changes in teaching and learning in the classroom as a result of multigrade teaching. The main teacher-nominated changes are summarised below.

- A shift to group work is seen as the major change in the classroom by almost all of the teachers.
- Along with working in groups, most teachers indicated that classrooms were now more varied and activity-based. Most commonly nominated changes were: a shift from reading to the class from the textbook to the use of teaching and learning aids such as charts, pictures, models and work cards; encouraging children to ask questions; using stories in a 'play-way' of teaching; trying out new seating arrangements for children.

A majority of teachers identified the following outcomes for children as a result of new approaches to teaching.

- Children are much more interested in schoolwork.
- Motivation has increased and children have gained more self-confidence.
- Increased individual effort.

As a result of classroom changes, about half of the teachers commented that children's understanding and comprehension has improved, that homework has improved, and that there is less need to punish children.

A selection of teacher comments illustrates some of the positive developments which are summarised above:

> Grouping has changed everything. Seating arrangements and routines have changed, ways of instruction have changed. Charts change according to the topics taught. Group leaders have developed a sense of responsibility. ... Children are assigned duties, looking after things, discipline. Children understand more.
>
> I teach in the form of drama. Dramas are made out of textbook stories. Most children get an opportunity to play some role. This is great joy and great learning. I ask children to fetch used cardboard boxes from their homes and these are used to place learning materials in the classroom. I distribute some words written on cards to children and ask them to make sentences. While some area doing this, I attend to other children. ... All children are busy doing something.
>
> Children ask me whatever they want. They are not afraid. It may be about studies, games or anything else.
>
> While working in groups, children have started speaking up. Earlier some children were hesitant.
>
> Seldom I sit on a chair. No group sits idle. A spirit of hard work is developing. Sharper children in one group are promoted as group leader for other groups.
>
> Children learn to work independently instead of waiting for directions from the teacher.
>
> Those children who used to hide themselves have now become active. They are not scared to come forward any more. Now they are in contact with the teacher.
>
> Prior to the training I used to consider myself a good teacher. However, after the training I realised that I had many limitations. Only after training I understood what is the actual role of the teacher.

The above changes closely reflect many of the aims of ABES training. While it not possible on a relatively short interview visit to schools to systematically observe or document changes, interviewer notes on classrooms support the kinds of changes outlined above. Most classrooms were brightly decorated with a variety of pictures, learning materials and children's work. Seating was varied and classroom atmosphere was apparently more relaxed and less teacher-directed than in most of the NFE and formal schools in this evaluation.

Dissenting views

However, the positive outcomes were by no means universally endorsed or experienced. There was clearly sense of frustration on the part of some trained teachers who felt: (i) that the circumstances of teaching in large, multigrade situations, often in cramped conditions, made it difficult or impossible to achieve change; and/or (ii) that the 'new methods' were incompatible with the prescribed syllabus.

> Some people think that ABES training has brought change. It cannot succeed. The main reason is the very large size of classes in the government schools. These methods cannot be applied here. The syllabus is too lengthy while the ABES method is slow.
>
> The furniture provided by the government for primary schools puts limitations on dividing children into groups.
>
> The material required is so expensive that the school cannot afford it. Even a sheet of paper is not available in the school.
>
> The new method cannot be used with the old syllabus.

Many teachers get upset that this method may not be helpful in finishing the syllabus.

I have 85 children working in two sections. How can I use the [ABES] method. I used to work through groups of children which was good. Now, it is not possible.

Two teachers who were supportive of ABES training drew attention to the need for community acceptance of new methods, noting that it would only succeed if the community cooperated (and one teacher observed, "use of pictures for teaching is sometimes objected to by village people").

Further in-service training needs

Teachers were asked about their further training needs.

- The most common response was that training should be carried out on a regular basis (and that it should be given to all teachers).
- 'More of the same' summarises most views on training content.
- Several teachers wanted training in specific curriculum subject areas, particularly mathematics.
- Other individual suggestions included: visiting different schools for training; greater emphasis on younger children; more emphasis on teaching through modelling; giving practical ideas for teaching complex concepts.

Impact on non-ABES trained teachers

The ABES teachers were asked there had been any flow-on from them to other teachers in the school.

Overall, teachers indicated there had been little or no impact. A majority said there had been no specific effect, and some observed that few teachers are interested in learning and most do not seek help.

It is not clear whether the ABES teachers see themselves as having a responsibility or a role in actively promoting change. As noted later, this seems to depend to some extent on the attitude of the head teacher.

Non-ABES trained teachers

In comparison with ABES trained teachers, fewer of the non-ABES trained teachers had higher teaching qualifications than the PTC. However, they had more years of teaching experience.

The majority of non-ABES teachers said they had not previously taken an in-service training course.

Teaching and learning methods used by non-ABES teachers

Asked to describe their "usual way of teaching and the resources available", the responses of a large majority of the non-ABES trained teachers can be summarised as follows.

Teaching methods:
- (i) writing on the blackboard, and copying from the blackboard to notebooks;
- (ii) reading aloud by children;
- (iii) questions asked by the teacher.

Teaching resources:
- (i) the blackboard;
- (ii) textbooks.

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Comments from teachers illustrate the above approaches.

> First, I read the lesson. Then I ask a more competent child to read it so that other children are able to learn. I write answers on the blackboard so that children are able to copy these.
>
> Children are asked to memorise the lesson. Next day they will be asked to write it down from memory.

A small number of teachers (2 or less) nominated alternative or additional methods and resources, such as: children are encouraged to ask questions; teach them with 'affection, not harshness'; forming groups; using models and charts. However, in contrast, 3 or 4 teachers made the each of the following comments: children write in exercise books and then memorise; children are not supposed to ask questions; there are no teaching aids available.

Knowledge of ABES training

Half of this sample said they knew nothing about ABES training. Of the remainder, ABES training was characterised as: learning to form groups; introducing the "play way" of teaching; more activity for children. Four of the teachers said they had tried to learn from the ABES trained teacher in their school, primarily by observation, but three of these teachers said this was not useful and did not lead to change in their teaching behaviours.

> I use the blackboard and no other aids like cards. But the trained teachers use all these things. I do not know much about [ABES] training but those who were trained told about it to other teachers. Other teachers made groups. I also made groups but then dismantled them as there are 31 children in the class.
>
> I only heard the name [ABES training]. There is no particular effect on me. However, I felt some difference in the school. The school has improved. There has not been any organised effort to spread the training; maybe some teachers tried it individually.
>
> One teacher told us a little bit about grouping. I did not apply the method much. The headmistress wanted us to learn during weekends and after school timings. There was a little bit of effort in the beginning but that could not continue.
>
> The other teachers were never convinced [about the new methods]. They thought these methods will make the children rude towards teachers.

Similar to comments from some ABES trained teachers, practical constraints were identified as reasons for not implementing the 'new method'.

> This method is useless for a class with so many children. There are 80 to 90 children in a class. It is difficult to control them. There is no place for these children to sit. There are no facilities in the school. There are too many troubles here.
>
> You cannot write words on every child's notebook. Every child's work cannot be checked every day.

In some contrast to the preceding comments, a few teachers did acknowledge impact from the ABES training.

> I have learned [from an ABES trained teacher] how to make groups. It has changed the atmosphere of the whole school, while in other schools the same old methods are being used and there is no practical activity.
>
> The trained teacher's classroom is more disciplined and children perform better. She individually tells other teachers about the training.
>
> I did not know anything about ABES but was inspired by Mrs. X [an ABES resource person]. I learned about the importance of group formation in classes and use of models for teaching. I learned by observing her and asking her what to do.

In-service training attitudes and needs

The generally negative tone of many of the responses above was not reflected in the comments of a number of non-ABES trained teachers when they were asked about their in-service training needs.

- About half of non-ABES trained teachers said they wanted to learn new teaching methods, partly to keep up "with the changing times".
- About half wanted refresher courses, especially in specific subject teaching areas.
- Close to half said all teachers should receive ABES training.

Head teachers

Views on the impact of training on teaching and learning

A minority of the eight head teachers said that there had been little impact from training, primarily due to large class sizes. However, most head teachers identified classroom changes consistent with ABES objectives, such as: grouping; use of aids; teaching through a play method; taking more interest in children.

Most head teachers commented that children who have ABES-trained teachers are now more interested in learning, and classrooms have a friendlier and more cooperative atmosphere.

> [With ABES training] teachers have started taking interest in children. They take more care in teaching. The play method is used which makes the children learn more quickly and also keeps them happy. As the children are taking more interest in learning, their results have also improved. Children who were reluctant to come to school are now coming to school eagerly.
>
> Interest has been generated in teachers as well as children. The practical aspect of education has emerged. Linkages in the syllabus have been made. The possibility of using "useless things" for teaching has created excitement - without placing a financial burden on higher authorities the school can generate its own aids.

Some head teachers who supported ABES training identified constraints on implementation.

> All the good things happened with ABES training. As I knew its significance, I got one teacher trained but she has been transferred - now I will try to get another teacher trained. However, there are a lot of physical problems which makes application of training difficult. Classrooms are too small for grouping. There are too many children.
>
> Some parents think that the ABES method is not part of education and they complain about it. Teachers and parents do complain that the syllabus remains uncovered. ABES needs to get in touch with the Curriculum Wing and try to change the curriculum to match their teaching method.
>
> It is expensive and we cannot afford it. Teachers do not have time to teach each other.

Meeting the needs of other teachers

Head teachers generally endorsed a need for ABES training, or something similar, for all teachers in their school. This was primarily to impart skills in the 'new method' and to learn how to teach an integrated curriculum.

In some contrast to the teachers themselves (both trained and untrained), most head teachers believed that the impact of ABES training was already being felt throughout much of their school.

Overview and conclusions

ABES multigrade training addresses a clear and identified need for the improvement of teaching and learning in Pakistan. Practical and high quality resources have been developed. Increasingly, ABES has been contracted to deliver its in-service program to government and to other NGOs.

The interview data suggest that ABES training has made a significant difference to the quality of teaching and learning in a number of classrooms. There does appear to be a significant difference in teaching practices and in attitudes towards teaching, and towards children, between most ABES trained teachers and most of the teachers who have not received this training. Anecdotal evidence, and impressionistic data, suggest that children are learning more productively in a more supportive and interactive classroom environment.

The overall impact at school level of ABES training is minimal, based on the present sample. There is little evidence of transfer of new skills and practices to non-trained teachers. To the extent that head teachers actively endorse ABES training, and it appears that most do, this is not followed up by effective in-school transfer and improvement strategies.

It is unfortunate that monitoring and evaluation have not been systematically undertaken on the effectiveness of ABES training. A monitoring package had been planned and funded by UNICEF as part of its support. According to ABES, this monitoring was undertaken too infrequently and did not receive anticipated support from local office education officials. ABES has been unable to provide monitoring information on its program.

The foregoing comments suggest:

(i) to a variable extent, concepts and skills associated with ABES training are increasing awareness and creating a more receptive climate to new methods of teaching and learning;

(ii) continued and expanded ABES training will bring incremental improvement to the quality of teaching and learning;

(iii) there is little basis to assume that ABES training is having a substantial transfer or multiplier effect within schools

(iv) ABES needs to develop and implement, possibly with external support, a workable and on-going evaluation process for both accountability and improvement.

(v) many of the factors which reduce the effectiveness of ABES training, such as class size and resource and curriculum constraints, are outside the control of ABES.

3.7 Costs of Non-formal education

The terms of reference asked that two issues be addressed on costs of non-formal education: (i) cost-effectiveness, particularly unit costings; (ii) identification of models of cost-sharing that are sustainable and do not marginalise the poor.

There were three principal sources of data on cost effectiveness and unit costings: (i) the NGO Interview Schedule; (ii) information from UNICEF offices on the amount and categories of support provided to NGOs; (iii) information from government on relative costs of non-formal and formal education.

Information on cost-sharing was primarily obtained from NGOs, as part of the Interview Schedule (Appendix C.3, section 8). This included views on positive and negative experiences of cost-sharing with donor agencies and communities, as well as views on cost-sharing with government.

Cost effectiveness and unit costings

Data on cost effectiveness and unit costings were difficult to obtain, and it is apparent that much of the data which was provided is either unreliable or partial. While estimates are provided below, they should be interpreted with caution.

The most commonly quoted estimate of cost-effectiveness, defined as the relative cost of one year of non-formal education compared to one year in the formal government system, is provided in documentation, including press releases, from the Prime Ministers Literacy Commission:

> A primary school graduate in the formal system costs approximately Rs. 6000 [per year] whereas in the non-formal stream the expense per child is worked out to only Rs.1444. [PMLC memorandum, 1996]

As part of this evaluation, the PMLC was asked to provide the basis and breakdown this its cost estimate for non-formal education, and for the comparison with formal education costs. Although assurances were given that this information would be provided, and despite several follow-up requests from UNICEF, no additional information was supplied by the PMLC.

It was also not possible to obtain a response from PMLC to the question of relative costings over the full cycle of primary schooling. Since the government school primary curriculum extends over five years, and the typical non-formal curriculum is compressed into about three years, the primary cycle differential may be much greater than is implied by the comparison in the PMLC estimate above.

Consequently, it is not possible to assess the basis for the annualised figures or the extent to which similar criteria and costing categories have been used in non-formal as against formal education. Representatives of other agencies, such as UNICEF and NGOs, were asked if the government figures appeared `plausible' and if some basis could be suggested for their calculation. Responses suggested that the government figures were `best guess', notwithstanding the apparent precision of the figure of Rs.1444, and were probably derived from averaging the cost estimates supplied at a meeting of the PMLC with NGOs at which NGOs were asked to estimate the cost of delivering non-formal education for one year. However, as the data below indicate, while some NGO cost estimates are similar to the government estimate, others are significantly different.

Asked to supply the annual cost per student and `the component costs', the NGOs in this evaluation provided the following information. The information initially provided by NGOs

was sent back to each NGO for checking and amplification, if appropriate. NGO responses are reported in more detail in the separate 'Profiles of NGOs'.

ALWS: Rs. 588 per year, taking into account school level costs but with minimal allowance for overhead and administration.

BLCC: Two estimates were provided, one indicating an annual cost of Rs.1400 and the second indicating a 30 month cost of Rs.1927. Information provided by BLCC does not explain the discrepancy.

Khwendo Kor: Rs. 1026 per year based on a breakdown of all school-level costs and the NGO administrative and field costs.

MMBMT: Based on the total annual recurrent and non-recurrent cost of a 40 school project enrolling 1200 students, the daily cost for one child is estimated by MMBMT at Rs. 8.45. Based on the approximate number of school days in a year, this implies an annual cost of Rs2000-2500.

SGA: Rs. 1411, based on a detailed breakdown of school level and administrative costs.

Society: no costs information provided, partly because this is regarded as a government responsibility.

SPO: Rs. 1471, based on estimated annual cost per school divided by average number of children.

In order to provide an estimate which appears to have some plausibility, the unit cost calculation from SGA provides an approximate guide. This NGO presented the most detailed breakdown of unit cost calculations; taking into account principal categories of school level costs as well as costs associated with training of teachers and NGO staff, overheads and amortised capital costs. The SGA figure of Rs. 1411 is broadly consistent with estimates from some other NGOs, when allowance is made for unstated non-recurrent expenses (for example in the case of Khwendo Kor).

Nevertheless, the variation in the NGO unit cost figures shows that calculation of an `average' unit cost figure is inappropriate on the basis of the data supplied. It appears that part of the difficulty in calculating unit costs relates to different approaches and attitudes of NGOs, such as:

- some present minimal costs, either to appear as cost-efficient as possible or because voluntary labour and/or opportunity cost are not taken into account;
- some appear to rely on relatively ad hoc calculations, based on unexplained discrepancies between estimates provided at different points in time and in different documentation;
- some are reticent to provide detail because of a perceived dilemma between wanting to have unit costs appear modest while also wanting realistic levels of support from donors or government.

Costs to parents

Information on the annual cost to parents of sending a child to a non-formal school were obtained from each NGO. The following table summarises the estimated cost to parents in rupees for one child for one year of schooling. (Detailed responses from each NGO are contained in the separate `Profiles of NGOs'.)

	ALWS	BLCC	KK	MMBMT	SGA	SPO
School fees	0-100	20-50	60	120	120	60
Additional fees (welfare, maintenance)	50 (cash or kind)					
Textbooks	30per cent cost			80	150	100
Stationery	60	50	50	150	50	20
Uniform				1000*		
Transport						
Lunch money						
Pocket money			120 (food)			
School bag	30per cent cost		25		50	80
Approx. total	150-250	70-100	255	350-1350	370	260

Society did not provide any data on costings.

* the uniform cost for MMBMT is based on the estimated cost of a year's clothing for a child, since the uniform is intended to become the child's normal daily clothing. BLCC indicates that a uniform is optional, at an approximate cost of Rs. 200 for a year.

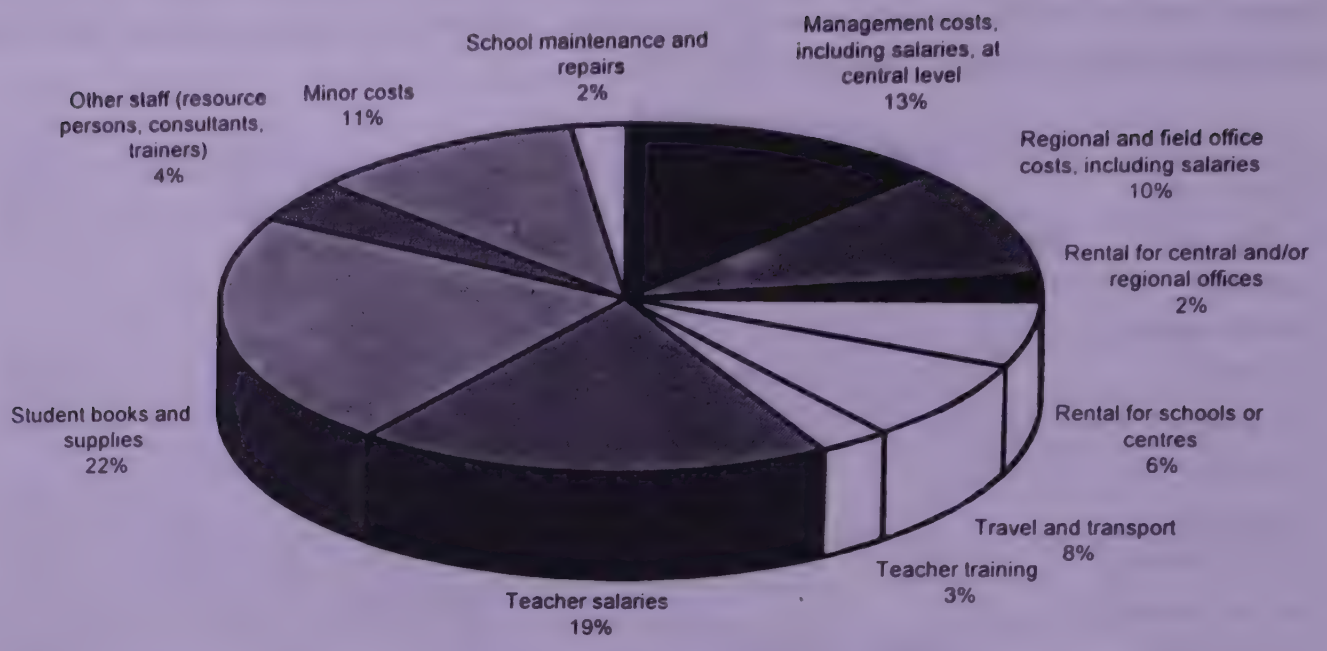
As with much financial data from NGOs, there is clearly some inaccuracy in figures reported. For example, SPO records in the question on recurrent funding that costs of textbooks are met by UNICEF, but reports this as an expense to parents in the table above. The initial information provided by the NGOs on costings were sent back to NGOs to modify or resolve identified discrepancies but this was not always done.

Recurrent costs

Each NGO was requested to provide a breakdown of recurrent and investment/capital costs. The pro forma (section 8 of Appendix C.3) was based on criteria used in a financial analysis of BRAC (Lovell and Fatema, 1989, p.31). Detailed responses from each NGO except Society are contained in the separate `Profiles of NGOs'. No data relating to costings were supplied by Society, and SGA did not provide information on recurrent funds.

A breakdown of recurrent costs is shown in the diagram below.

Cost Breakdown: Combined Five* NGOs



As with estimation of unit costs, there are substantial differences across NGOs and these are masked by the summary diagram above. For example, MMBMT indicates that 42per cent of recurrent costs are expended on student books and supplies while teacher salaries account for 7per cent. In contrast, ALWS spends 32per cent on teacher salaries and KK spends 13per cent on student books.

There are several problems with the financial data supplied by NGOs, and these need to be made explicit since they make the reliability of the data suspect.

- Most NGOs now receive financial support from multiple donors and/or through SAP or PMLC. Consequently the current situation is considerably more complex than in the initial stages when UNICEF was a more significant donor agency (see section 2 on `Context').
- For a number of NGOs, the multiple donor situation meant that it was difficult to separate out UNICEF assistance, and the specific contribution of UNICEF within the overall program of activities, from assistance from other sources.
- Since the present evaluation was being undertaken through UNICEF, there was sometimes reluctance to disclose information on other sources of funds, as these were not considered a legitimate concern of UNICEF.
- The preceding factors were compounded by UNICEF's change in policy (described in section 2 of this report) which had led to delay or proposed phase-out in funding to small scale, service delivery projects run by NGOs, thereby lowering the incentive for NGOs to respond fully to requests for financial information.
- With some NGOs, there was an on-going issue concerning the financial procedures and expectations of NGOs as against the standard practice and requirements of UNICEF accounting. This had led to delays and some considerable ill-will. In some instances, there are contradictory interpretations of what financial support was given by UNICEF, for what purposes, between the responses of the NGOs and the responsible UNICEF offices.
- It was not possible to obtain a standard or complete set of data from UNICEF on what level of financial assistance had been given to each NGO since projects had commenced. While UNICEF Islamabad attempted to obtain such information, it was

received in partial form and apparently presented considerable difficulty to compile in some cases.

Cost sharing and sustainability

Cost sharing

NGOs were asked, based on their experience, to comment on the positive and negative aspects of cost-sharing arrangements with agencies such as UNICEF and with communities.

The following themes summarise NGO responses to positive experiences of cost sharing.

- `People care if they share in the process - if the community contributes, the school will be cared for.' Ownership by the community is promoted by requiring that some financial and in-kind contribution is made, even if the level of contribution is modest.
- Cost sharing provided the essential resources to demonstrate that worthwhile outcomes could be achieved, despite the negative stereotypes of many communities in which NGOs have worked. Specifically, it became possible to: (i) demonstrate that local female teachers could be identified and trained, and would be acceptable to the community; (ii) show that `distance and poverty, rather than religion, are the principal barriers to education for girls', thereby `shattering preconceived notions'; (iii) education for girls leads to benefits for the community in areas such as increased health awareness and confidence that community-based action can improve standards of living, for example through income generation.
- Economies of scale can be achieved, particularly in the production of materials, if donor agencies and government coordinate resourcing support across a number of NGOs.
- Cooperative work with donor agencies such as UNICEF was essential in providing basic resources such as books, NGO staff support, and teacher training. Without such infrastructure support, the NGO non-formal initiatives could not have taken place.

Several themes summarise negative experiences of cost sharing.

- In situations where there are multiple donors, the donor requirements are often incompatible. For example, financial and progress reports are required in different formats and at different times. Far too much time can be occupied with meeting donor requirements at the expense of working in the field.
- When there are delays, especially in supplying funds, by external agencies it is the NGO which loses credibility with the community.
- Because `they are the givers and we are the receivers', donors sometimes feel they can impose conditions or requirements which are perceived as unreasonable or as non-negotiable. Donors assume that, because they are the *donors*, they set the `rules'.
- The financial power of the donors can make it difficult for the relationship to be a `partnership'. A partnership may be formed between the NGO and the community, but this does not necessarily extend to include the donor agency.
- Categories of donor support do not necessarily match the priorities identified by communities and NGOs. For example, donors may be reluctant to support administrative and overhead expenses without which the NGO cannot function, or donors may want to emphasise visible or public relations outcomes at the expense of field-focused development. ,

It is pointed out in section 2 of this report that support for non-formal education has increased since UNICEF involvement commenced in the early 1990s. Of particular importance has been support through government channels, particularly the PDP component of SAP and the PMLC. The NGOs in this evaluation have quite variable relations with government (ranging from effectively synonymous in the case of Society to relatively

antagonistic in the case of ALWS). Irrespective of past relationships, the increasing use of NGOs by government for local service delivery or for capacity building among smaller NGOs and CBOs does mean that cost-sharing arrangements with government are of increasing importance. Consequently, NGOs were asked to comment on: (i) areas in which cost sharing arrangements with government would be most appropriate and useful, and (ii) cautions or reservations about cost sharing with government.

The following areas were most consistently identified as appropriate for the government component of cost sharing. Implicit in these comments was that the role of NGOs would continue to focus on community awareness and mobilisation while the government would meet infrastructure and some of the principal recurrent costs.

- Provision of teachers' salaries. This was consistently identified by NGOs and presumably reflects both the difficulties which some NGOs have experienced in obtaining adequate and on-time payments for teachers and the desire for NFE teachers to be paid the substantially higher salary received through the government (even the PMLC salary of Rs. 800-1000 per month is significantly higher than many NFE teachers are paid, although still about half of the normal salary for a government primary school teacher).
- Financial assistance to construct school buildings to replace home schools or temporary buildings. For some NGOs, sharing of existing school buildings (for example, in afternoons and/or evenings) would meet this need.
- Payment for teacher training, for student textbooks, and for school monitoring expenses.
- Support to NGOs for overhead and administrative expenses. Reluctance of the PMLC to meet these costs was frequently raised as a problem by NGOs, and sometimes interpreted as a means of ensuring that larger NGOs, which might take a more independent stance towards government policy, would be unable to deliver NFE and would instead be replaced by smaller and more compliant local NGOs or CBOs.

NGOs expressed firm and consistent views on `cautions and reservations' about entering cost-sharing arrangements with government.

- Frequent policy changes by government, coupled with politicised initiatives with a limited life-span, were seen a barrier to effective long-term arrangements. This reservation was frequently expressed about the PMLC.
- Favouritism by government officials, either to `preferred' NGOs or because of commissions or possible `kick-backs', was identified as a danger.
- For a number of NGOs, government was seen as bureaucratic, authoritarian and top-down. These characteristics, it is suggested, are incompatible with the principles of NFE and community participation. Dialogue would not be `on an equal footing'.
- Based on recent experience, several NGOs expressed concern that government payments and installments would be delayed, thereby leading to loss of NGO credibility at community level.

Sustainability

An important issue for NGOs in this evaluation was the sustainability of their activities. The issue of sustainability is discussed in other sections 1 and 3.4). Two particular points emerge from this discussion: (i) `sustainability' is often used only in a financial sense, rather than as the development of capacities and skills; and (ii) many NGOs believe that expectations of financial sustainability are unreasonable and were not made explicit by donor agencies such as UNICEF at the time of project commencement.

NGOs were asked `what are the most important ways in which the work of your NGO can be assisted to become (or remain) sustainable?'. Responses are consistent with previously reported NGO interview data (section 3.4) on their future plans.

- Assistance to begin or strengthen income generation projects is a major need identified by NGOs. Income generation, through for example small scale animal raising, is seen as serving three purposes:
  (i) the money raised can be used to supplement or replace *some* donor or NGO funding;
  (ii) income generation is a tangible expression of the community awareness and mobilisation initiatives which underpin much of the work of the NGOs;
  (iii) a shift towards income generation is consistent with the goal of moving from school-focused committees (such as VECs) to community based organisations (CBOs) which take on a broader responsibility in areas such as welfare, health and sanitation.
- Some NGOs point out that `sustainability' could be achieved if government support was received. While this form of `sustainability' would therefore not be `self-sufficiency' (which seems to be an implicit expectation of some donor agencies and an explicit longer term aim of the PMLC), NGOs point to the obvious fact that government schools are not sustainable without government financial assistance.
- Some NGOs increasingly generate sufficient community/parent fees to pay for teacher salaries or some contribution towards salaries or other recurrent costs. However, the point is also made that most NGO initiatives are directed at the `poores' of the poor' and their capacity to pay is limited, and is often much less than for those who are already served by government schools. Even so, several NGOs suggest that some financial contribution towards `sustainability' should be made by parents and communities because this increases their stake and commitment, and `only when there is a learning atmosphere do parents pay'.

As described in section 3.4, the NFE service delivery role is no longer regarded as central or viable by a number of NGOs, partly because of withdrawal or phasing out of donor funding. Consequently, sustainability for these NGOs no longer focuses upon NFE delivery but rather upon other activities which the NGOs are taking on, or are planning to take on, such as income generation schemes and provision of training and capacity building for other NGOs. A distinction needs to be drawn between the sustainability of NFE programs which commenced with the support of NGOs as against the sustainability of the new forms of NGOs. As Wormsely comments (1990, p.307),

> To what extent can a program evolve before it is not the original program, sustained, but rather something different? Since we have not defined sustainability clearly, why should it be an inherently desirable goal? We can agree that sustainability is an undesirable goal in programs that create dependency in groups that need not be dependent. Possibly what we should seek to sustain is not a specific program of intervention, but rather an awareness of issues and the ability to respond to changing circumstances while not forgetting our original mission ...

Most of the NGOs in this evaluation have evolved beyond their original program. Sustainability issues for NFE and communities are increasingly dependent upon take-up by government, with NGOs playing a supporting role which draws upon their demonstrated strengths and experience in mobilising communities.

4. Data from 'School Inventories'

This section of the report compares results from the School Inventory (Appendix C.1) for the sample of NGO-supported NFE schools with a corresponding sample of government primary schools.

The chapter is divided into the following sections.

1. Sampling and data collection
2. Description of the schools
3. The teachers
4. The curriculum, student progression and class 5 assessment
5. Enrolment and retention
6. Monitoring
7. Community and parent participation

Sampling and data collection

The Inventory sample

There are 133 NGO-supported schools and 92 government schools in the sample, as outlined in Table 1.

The intended Inventory sample was: (i) 15 schools from each NGO plus the four case study schools; (ii) 15 government schools corresponding to each NGO and selected on the basis of 'reasonable proximity to an NFE school', in order that comparisons reflect data from the same or similar communities.

The achieved sample is broadly in line with the intended sample. Where there are less than 15 government schools, this indicates that there was no government school within 'reasonable proximity to an NFE school'.

Table 1: The Inventory Sample

	Number of schools	
NGO	NGO schools	Government schools
BLCC, Punjab	19	13
MMBMT, Punjab	19	11
ALWS, Sindh	20	14
SGA, Sindh	20	15
Khwendo Kor, NWFP	17	12
SPO, NWFP	16	13
Society, Balochistan	22	14
Total	133	92

In the discussion and tables in this section, comparisons are reported between 'NFE' schools (NGO-supported non-formal education) and 'FE' schools (government formal education primary schools). One NGO, Society, considers its schools to be part of the formal government education (FE) system. However, in the analysis below, all Society schools are included in the NFE results, in part because community participation has been central to the initiation of Society-supported schools.

Most NGOs refer to their NFE initiatives as 'schools', but sometimes 'centre' is used. For consistency, all NFE initiatives are referred to as 'schools' in this section of the report.

The School Inventory data collection instrument

A copy of the School Inventory data collection instrument is contained in Appendix C.1. There were some errors and inconsistencies in translation of the instrument into Urdu. Questionable data are either omitted or attention is drawn to ambiguities during discussion; this particularly applies to enrolment and retention data.

Use of the Inventory interview schedule was included in pre-tests and de-briefings during each provincial two day training session for data gathering teams (see Methodology). Data gathering teams used the following guidelines in obtaining Inventory data:

"(i) Many of the questions in this Inventory can be answered from your own observations. Many others require that you obtain information from a teacher. In schools which have a head teacher, this person should be able to provide overall information about the school.

(ii) When questions make reference to a specific teacher or a specific class, you should answer for the teacher/class which contains class 2 children. This will assist with comparability across schools." [In 'cohort cycle' schools, such as BLCC, which did not have class 2 children, there was normally only one teacher available for interview.]

Interpretation of data and cautions on generalisability

Discussion focuses on both the substantive pattern of findings and on comparisons between the NFE and FE schools.

Where NFE and FE comparisons are made, and where data meet necessary assumptions, the right hand column of each comparison (Sig.) indicates whether there is a statistically significant difference between the two types of schools. Chi-square is used for all significance tests in this section of the report. A single asterisk (*) indicates a difference at the .05 level of significance, a double asterisk (**) indicates a difference at the .01 level. No significant difference is indicated by 'ns'. Where 'Significance testing is inappropriate for measurement or other reasons (such as codes for open-ended answers), a dash (-) is placed in the relevant cell.

Throughout this report, tables are presented as simply as possible. This provides a clearer focus on key findings and patterns in the data. However, the reader needs to bear in mind that information which can be important, such as non-response rates to particular questions, is not routinely reported (although it can be deduced from data in the tables).

Regarding generalisability:

- None of the Inventory schools were given advance notice of data collection visits. However, inclusion (to maximise sample size) of the four 'successful practice' case study schools as part of the NFE sample introduces a minor source of positive bias.

- As noted below, some sample schools were closed, and in these cases data collection teams were asked to complete as much of the Inventory as possible based on observation (for example of school facilities) and on discussion with local community members. Most of the schools which were closed during normal operating hours were government schools and this implies that the FE sample from which teacher data were able to be obtained may represent more positive examples than the full range of government schools.

Description of the schools

Schools which were not open

School visits were scheduled during normal school operating hours, based on information provided from NGOs and on normal opening hours for government schools. However, a number of schools in the sample were not open during the visit.

Table 2: Sample schools which were not operating

	NFE per cent (n)	FE per cent (n)
Schools not operating at the time of the visit	19 (25)	29 (26)

- Of the schools not operating 50per cent of NFE schools (n=12) and over 90per cent of FE schools (n=23) were being visited during normal school hours
- Of the schools not operating during normal school hours, over half of the FE schools were closed because the teachers were on strike and most FE schools had been closed for more than 10 days. For NFE schools, closure was more likely to have been for one day only, and no single reason explained why these schools were closed.

In the case of closed schools, data collection teams were asked to complete as much of the Inventory as possible, based on observation and consultation with local community members. It was possible to obtain a substantial amount of descriptive data in almost all cases.

Nevertheless it is reasonable to assume, particularly in the case of the larger number of government schools closed during normal operating hours, that many closed schools would be less successful on various qualitative indicators and on some outcome indicators than those schools which were operating. This is a possible source of bias in the achieved sample.

Length of time the school has been operating

As would be expected, most NFE schools are recently established.

Table 3: Year the school began

		NFE per cent (n)	FE per cent (n)	Sig.
When did the school begin?	before 1993	15 (18)	89 (60)	**
	1993 or 1994	46 (57)	10 (7)	
	1995	27 (33)	0	
	1996	12 (15)	1 (1)	

School timings and duration

The large majority of NFE schools, and all FE schools, operate during the morning (and sometimes into early afternoon). The small number of NFE schools which open in the afternoon presumably reflect the flexibility to adjust to local circumstances such as field or domestic work during the mornings, one of the claimed advantages for NFE schooling.

Table 4 also shows a very substantial, and predictable, difference in the number of school days in a year. On average, NFE schools operate for many more days than FE schools, the large majority of which open for less than 250 days in a year. At the same time, it is an unexpected finding that a quarter of NFE schools also open for less than 250 days in a year.

Table 4: The school year: timing and duration

	NFE per cent (n)	FE per cent (n)	Sig.
What are the intended daily school hours?			-
morning	88 (112)	100 (86)	
afternoon	12 (15)	0	
What are the intended number of school days in a year?			**
below 250	24 (30)	76 (60)	
250 to 275	9 (11)	19 (15)	
276 to 300	27 (33)	2 (2)	
more than 300	40 (50)	2 (2)	
What are the actual number of school days in a year?			**
below 250	25 (31)	77 (58)	
250 to 275	11 (14)	21 (16)	
276 to 300	31 (39)	0	
more than 300	32 (40)	1 (1)	
How many days are there for annual holidays?			**
below 50	9 (11)	12 (10)	
50 to 100	73 (90)	16 (13)	
more than 100	18 (23)	71 (57)	

Location of schools and proximity of government schools to NFE schools

The work of the NGOs in this sample is primarily rural and this is illustrated in Table 5. The rural or semi-rural location of most FE schools reflects the sampling criterion of "reasonable proximity to an NFE school".

Table 5: School location

		NFE per cent (n)	FE per cent (n)	Sig.
Located ...	in a rural area	79 (105)	66 (59)	ns
	in a semi-urban area	13 (18)	24 (22)	ns
	in an urban area	8(10)	10 (9)	ns
	If located in a rural area,			
(i) approximate distance (miles) from district headquarters				ns
	up to 5 miles	22 (27)	26 (21)	
	5-10 miles	13 (16)	13 12)	
	10-20 miles	14 (17)	7 (6)	
	more than 20 miles	49 (60)	53 (48)	
(ii) is the village accessible by public transport? per centyes		72 (96)	66 (61)	ns

One important reason given by some NGOs for establishing NFE schools is the lack of availability of government schooling in the area, particularly for girls. The panel below raises questions about this claim. In most cases, there is a government school, and often a girls or mixed school, in the area.

The immediate interpretation of these data, namely that alternative schooling is available and therefore the NFE school may not be necessary, does need to be questioned for at least two

reasons: (i) data were not obtained on whether the government schools were operational (and a substantial number observed in this evaluation were not); (ii) the 'Community Member' data in this evaluation show that many parents do not regard government schooling as acceptable, particularly for girls, and they give clear and consistent reasons for this judgement.

For NFE schools

Seventy per cent said there is a government school in the area, and

where there is a government school in the area:

- 51per cent said there is a school for girls, 14per cent said there is a mixed school, and 34per cent said there is a boys school;
- 56per cent are within half a kilometre, 15per cent at a distance of half to one and a half kilometres, 15per cent between one and a half and three kilometres, and 13per cent are more than three kilometres distant.
- 99per cent said there is no private school in the area.
- 94per cent indicated that this "was not a PMLC-supported school" [in fact, many more than this are supported through PMLC].

School buildings

Government schools are normally a separate building owned by the government. In contrast, and reflecting the large number of home schools in the sample, NFE schools are much more likely to be part of a house and to be owned by the teacher, her family or another community member.

Although many NFE schools are constructed from materials which are not long-term and which require considerable maintenance, it is also the case that about half of the NFE schools are constructed from brick and can presumably be regarded as potentially permanent arrangements.

Table 6: The school building

	NFE per cent (n)	FE per cent (n)	Sig.
The school building is:			**
a room (or rooms) in a house	44 (56)	3 (3)	
a verandah or other open area	13 (17)	6 (6)	
a separate building	41 (52)	90 (83)	
other	2 (3)	0	
Who owns the building in which the school is located?			**
the community	16 (21)	6 (6)	
the teacher	39 (50)	2 (2)	
a community member (not the teacher)	26 (34)	10 (9)	
the government	10 (13)	79 (73)	
the NGO	3 (4)	0	
other	5 (7)	2 (2)	
Is it constructed from? kachi	39 (51)	9 (8)	**
thatch	9 (12)	6 (6)	

brick	48 (62)	83 (76)	
other	3 (4)	2 (2)	

School facilities

There are relatively few differences in basic facilities between NFE and FE schools, perhaps the most notable exception being that NFE schools are more likely to have electricity connected and to have fans in the classroom.

More important than differences, however, is the substantial proportion of both types of schools which lack drinking water, do not have electricity connected, do not have fans, and do not have latrines. Large numbers of children, therefore, lack what might be considered basic amenities in the school.

Table 7: School facilities

	NFE per cent yes (n)	FE per cent yes (n)	Sig.
Does the school have a boundary wall?	78 (104)	62 (57)	*
Does the school have an open space around it where children can play?	73 (97)	72 (66)	ns
Is drinking water available at the school?	62 (82)	49 (45)	ns
Is electricity connected?	57 (76)	36 (33)	*
If yes, is the electricity operating?	88 (67)	79 (26)	**
Is there adequate natural light in the classroom?	82 (109)	80 (74)	ns
Are there fans in the classroom?	42 (56)	26 (24)	*
Is there a latrine at the school?	41 (54)	39 (36)	ns
If yes, is the latrine suitable for girls?	80 (43)	61 (22)	ns

The classroom(s)

In part because of the number of home schools, most NFE schools are one room, while most government schools have two or more rooms.

It is unfortunate that about one quarter of both NFE and FE classrooms appear 'neglected'. Moreover, one fifth of NFE schools and two-fifths of government classrooms do not have sufficient space for children to write. Many fewer NFE schools have a 'stick' in the classroom which may be an indication of the less harsh treatment of children referred to in the community data.

Most schools do not have teaching kit boxes or storage cupboards, although NFE schools are more likely to have them than FE schools. Most teachers do not have a supply of teaching/learning aids, especially in government schools.

Taken overall, while NFE classrooms are more likely than FE schools to have and use teaching and learning resources, and to display educational material around the room, there are substantial numbers of both types of schools where this basic 'educational environment' dimension is absent.

Table 8: The classroom(s)/teaching area

		NFE per cent (n)	FE per cent (n)	Sig
How many classrooms does the school have?				**
	one	77 (92)	25 (19)	
	two	18 (22)	35 (27)	
	three	2 (3)	16 (12)	
	four or more	1 (1)	24 (18)	
[If there is more than one classroom, responses below are for the class which contains class 2 children]				
Does the general appearance of the classroom indicate that it is,				ns
	well kept	16 (19)	16 (12)	
	moderately well kept	60 (72)	58 (43)	
	neglected	24 (29)	26 (19)	
The classroom has ...	chair for teacher	97 (116)	92 (67)	-
	table for teacher	87 (104)	82 (60)	
	chalkboard	97 (116)	85 (62)	
	mats for children	63 (76)	37 (27)	
	benches/chairs for children	12 (14)	5 (4)	
	desks/tables for children	39 (47)	48 (35)	
	teaching-kit box	32 (38)	8 (6)	
	cupboards or storage shelf	46 (55)	23 (17)	
Do children have sufficient space for writing?	per cent yes	80 (93)	60 (42)	**
Was anything written on the blackboard?	per cent yes	60 (80)	43 (40)	*
Was there a stick in the classroom?	per cent yes	23 (28)	46 (33)	**
Are there posters and charts on the walls?				**
	Many	30 (36)	7 (5)	
	Some	45 (55)	39 (28)	
	None	25 (30)	54 (39)	
If yes, are they				
	text only	5 (5)	22 (8)	**
	pictures only	7 (6)	20 (7)	
	text with pictures	88 (80)	57 (20)	
Is children's work displayed (e.g. on the walls)?	per cent yes	29 (34)	14 (10)	*
Does the teacher have a supply of teaching/learning aids?				**
	yes, a fairly large supply	5 (6)	3 (2)	
	yes, a small supply	36 (44)	18 (13)	
	no	59 (71)	79 (58)	
If yes, (i) main kind of aids?				-
	teacher guide	17(8)	33 (4)	
	flash cards or similar	73 (35)	50 (6)	
	teacher's kit	19 (5)	8 (1)	
(ii) who provided the aids?				
	NGO	38 (19)	0	-
	Government	8 (4)	92 (12)	
	made by teacher	8 (4)	8 (1)	
	made by children	4 (2)	0	

UNICEF	36 (18)	0	
Other	6 (3)	0	
(iii) does it appear that teaching/learning aids are used in teaching and learning?			
yes	70 (35)	53 (8)	-
not sure	22(11)	20 (3)	
no	8(4)	27 (4)	

Basic costs

One third of NFE schools do require a uniform, compared to about half the FE schools. This is not necessarily an extra expense for NFE as, for example, MMBMT children use the uniform as their daily out-of-school clothing as well.

Data indicate that nearly one third of government schools charge fees (although a large number of the government schools did not answer this question). Fee levels are typically below 5 rupees a month.

Costs of books are generally born by parents in the FE system, whereas parents in NFE are more likely to share costs if they are required to contribute at all for books.

Table 9: School requirements and costs

		NFE per cent (n)	FE per cent (n)	Sig.
Is school uniform compulsory?	per cent yes	32 (42)	53 (49)	**
Does the school charge fees?	per cent yes	48 (64)	29 (27)	**
If yes, how many rupees per month?	less than 5	80 (56)	87 (26)	
	6-10	18 (12)	6 (2)	
	11-20	2 (2)	3 (1)	
	21-50	0	3 (1)	
Textbooks and/or notebooks are purchased by	Parents	54* (72)	80 (72)	**
	NGO	33 (44)	1 (1)	
	UNICEF	31 (41)	1 (1)	
	Government	12 (16)	14 (13)	
	Other/unknown	0	4 (4)	
* NFE percentages add to more than 100per cent because of shared payments				

The teachers

Reflecting the policy and preference of many NGOs and communities, far more teachers are female in the NFE than FE schools. There is no substantial difference, however, in whether the teacher is local to the village or community. This finding can be considered unexpected, given that non-local government teachers are frequently cited as a reason for community preference for NFE schools. However, there is a reason why the finding may be less clear than the data initially suggest; the term 'local' is imprecise, and anecdotal evidence suggests that communities interpret 'local' in a more immediate sense than government teachers who regard local as including adjacent or nearby villages, or the general commuting area. (As with much of the FE data, it is also necessary to be cautious in interpreting data when, as in this case, there is a substantial amount of non-response to the question.)

FE teachers are more highly qualified than NFE teachers. Consistent with most NGO recruitment practice, most NFE teachers are qualified at Matriculation or Middle Pass level. However, two-thirds of the NFE teachers have undertaken further training, usually of one to two weeks duration and conducted by the NGO. A small number of FE teachers say they have undertaken further training (again, non-response to this question is large).

Predictable differences are apparent with respect to: (i) teaching experience, which is much less for NFE teachers; and (ii) the very large difference in pay received by teachers. On average, NFE teachers receive about one-third of the income of government teachers.

Table 10: The teacher [The questions below are answered for a teacher whose class contains class 2 children]

	NFE per cent (n)	FE per cent (n)	Sig.
Number and sex of teacher appointed to the school			
female none	22 (29)	67 (62)	**
one	71 (95)	2 (2)	
2 or more	7 (9)	30 (28)	
male none	86 (114)	53 (49)	**
one	11 (15)	5 (5)	
2 or more	4 (4)	41 (38)	
Is the teacher local (to the village or community)? per cent yes	68 (78)	60 (43)	ns
Who recruited the teacher?			-
the NGO	46 (56)	0	
the community itself	20 (25)	0	
the NGO and the community together	13 (16)	0	
the government	11 (14)	100 (73)	
other	12 (15)	0	
Highest qualification of the teacher			**
less than Middle pass	7 (9)	0	
Middle pass	16 (19)	0	
Matriculation	44 (54)	11 (8)	
Matriculation plus PTC	15 (18)	37 (27)	
Intermediate	11 (14)	1 (1)	
Intermediate with PTC	2 (3)	1 (1)	
higher level of qualification	4 (5)	23 (16)	
Has the teacher undertaken additional training?			
per cent yes	66 (77)	42 (28)	**
If yes, (i) how long was this for?			
less than a week	25 (18)	8 (2)	**
1 to 2 weeks	56 (41)	20 (5)	
3 to 4 weeks	11 (8)	48 (12)	
more than 4 weeks	8 (6)	24 (6)	
If yes, (ii) how organised the training?			
NGO	65 (51)	3 (1)	**
government	15 (12)	86 (25)	
other	20 (16)	10 (3)	
Length of teaching experience			

	NFE per cent (n)	FE per cent (n)	Sig.
less than a year	14 (14)	0	**
1 or 2 years	40 (40)	5 (3)	
3 to 5 years	38 (38)	13 (8)	
6 to 10 years	4 (4)	56 (35)	
more than 10 years	4 (4)	26 (16)	
How many rupees is the teacher paid each month?			**
Up to 700	59 (70)	0	
701 to 1000	24 (29)	0	
1001 to 2000	2 (3)	15 (10)	
more than 2000	14 (17)	85 (58)	
Who pays the teacher's salary? [Responses include whole or part payment]			-
NGO	60 (74)	0	
community	10 (13)	0	
UNICEF	20 (25)	0	
government	10 (12)	70 (100)	

The curriculum , student progression and class 5 assessment

Most schools in the sample are multigrade and almost all use the government curriculum (textbooks).

In contrast to the situation described in interviews by some NGOs, the large majority of children in NFE schools (as well as in FE schools) are reported as having the books which they need for their present class.

A characteristic of most NFE schools is that they compress the normal five year primary curriculum into less than four years, and often about three years. This needs to be seen in the context of the previously reported data that NFE schools normally operate considerably more days each year than government schools.

About half of the NFE schools have had delays in completing curriculum, but this figure is much higher again for FE schools. For NFE schools, an important reason is delay in receiving textbooks, but equally important are adjustments to take into account children's needs for more time to learn. Absenteeism of children is a factor in delays for over a quarter of NFE and FE children.

Table 11: The curriculum (textbook used) and student progression

	NFE per cent (n)	FE per cent (n)	Sig.
Is this a multigrade school? per cent yes	73 (88)	73 (52)	ns
Is the government primary school curriculum (textbooks) used? per cent yes	99 (121)	97 (71)	ns
Do children have the books which are needed for their present class? per cent yes	85 (104)	87 (62)	ns
How many years does it take to complete the five primary classes?			
less than 3	25 (27)	0	**
3 to 4	38 (40)	3 (2)	
5 years	33 (35)	67 (47)	

more than 5	4 (4)	30 (21)	
Have there been delays in completing the five primary classes? per cent yes	52 (54)	82 (58)	**
If yes, what are the main reasons for the delay?			-
textbooks not available	34 (20)	17 (10)	
absence of teacher	0	2 (1)	
school closed for some time	2 (1)	0	
children needed more time to learn	38 (22)	37 (22)	
absenteeism of children	24 (14)	37 (22)	
other	2 (1)	7 (4)	

There are provincial (between and within) differences in policy and practice with respect to end-of-primary schooling examinations, including some differences on the necessity to take standardised examinations and on who sets and marks the examination. This partly explains why a number of government schools (and a larger number of NFE schools) take "their own examination" (Table 12).

Many of the NFE schools have not yet had children in class 5 and did not answer this question. Of those that did, the "government examination" is taken by most, although it is not clear what this means, given that in most cases the examination is set and marked by the (head) teacher and/or NGO.

While not apparent from the present data, a significant issue identified by NGOs is obtaining equivalency for children to proceed into the government middle schooling system. Table 11 does indicate that many NFE schools see continuation into the government system as difficult for reasons of cost and distance. This finding applies, however, to an even greater extent to children in the government system.

Particularly for children in rural areas, issues of equivalency, cost and distance help explain the desire of a number of NGOs and community members to extend their primary NFE schooling into middle schooling.

Table 12: Assessment and school completion

	NFE per cent (n)	FE per cent (n)	Sig.
For children who are completing school, what final test do they take?			**
the government class 5 examination	65 (51)	83 (58)	
own school examination	27 (21)	16 (11)	
no examinations held yet	8 (6)	16 (11)	
Who sets the class 5 examination?			**
the government	41 (28)	72 (50)	
the head teacher	34 (23)	27 (19)	
the NGO	25 (17)	0	
Who marks the class 5 examination?			**
the government	41 (28)	70 (48)	
the head teacher	35 (24)	30 (21)	
the NGO	23 (16)	0	
What percentage of children pass the class 5 examination?			-
75per cent or less	21 (10)	10 (7)	

76-95 per cent	28 (13)	48 (33)	
over 95per cent	51 (24)	42 (29)	
Are there any barriers or difficulties for children who wish to continue into the government school system (e.g. costs, distance, unsuitable school)?	60 (61)	53 (38)	ns
per cent yes			
If yes, what are the main reasons			
Costs	67 (41)	74 (28)	
Distance	72 (44)	92 (35)	
Unsuitability of school or teacher	18 (11)	10 (4)	

Enrolment and retention

Non-formal education is often regarded as an interim measure prior to provision of education through the government system. It is also often regarded as a 'catch-up' or second-chance education for older children. Data from the present study (both Inventory data and NGO Interviews) show that while NFE may serve these objectives, it is also an alternative form of education for normal age children.

A large majority of children in this sample are of normal school age, or within a year or two, when they begin at their NFE school.

A substantial majority of schools report that below school age brothers and sisters sometimes attend both the NFE and the FE schools. This is frequently a source of over-crowding in schools. It also appears to be one of the sources of inaccuracy in enrolment statistics (particularly in the Gross Enrolment Ratio). The attendance of below school age children invites the question of whether schools do, or should, make provision for these children other than as a child-minding service. As yet, early childhood education receives little or no attention.

Table 13: Age at enrolment

	NFE per cent (n)	FE per cent (n)	Sig.
How old are most children when they begin school?			**
6 or less	42 (50)	81 (58)	
7 to 8	31 (37)	4 (3)	
9 to 11	7 (8)	1 (1)	
over 11	21 (25)	14 (10)	
Do brothers and sisters who are below school age sometimes attend the school? per cent yes	62 (76)	72 (52)	ns

The table below shows the number and enrolment ranges of NFE schools in this sample from 1992 to 1996. Data are *not* reported from government (FE) schools since data were clearly unreliable and were able to be provided for less than half the schools in the sample. NFE data also cannot be considered complete; in part because collection teams report that the figures in this table are based on only estimates in 24per cent of cases and on school records in the remaining 76per cent. Nevertheless, the table does show the substantial recent expansion of NFE schools as well as the concentration of enrolment in the 17 to 50 children range.

Table 14: Year in which NFE schools in the sample were operating, with enrolment ranges

	Up to 16 children	17 to 30 children	31 to 50 children	51 to 100 children
1992	1 school	10 schools	1 school	1 school
1993	5 schools	20 schools	7 schools	4 schools
1994	7 schools	34 schools	12 schools	8 schools
1995	14 schools	44 schools	24 schools	13 schools
1996	14 schools	48 schools	33 schools	16 schools

Four further questions were asked in the Inventory on enrolment at each class level, on repetition and drop-out rates, and on the number of children at school. While these are important questions which appear straightforward, there were difficulties and ambiguities in data collection to such an extent that the data are not regarded as sufficiently reliable to report. Principal problems were: lack of consolidated records in some schools, particularly on repetition and drop-out; difficulty in conceptualising and estimating repetition and drop-out in a context where class level is not always discrete, promotion is not necessarily linked to cohorts, and where some children were intermittent attenders; interpretation of enrolment as including the 'target' cohort only in some cohort-cycle schools, while others included all children attending (including those below school age). While data collection teams in different provinces attempted to be consistent among themselves, there is inconsistency in criteria and quality of data reported across provinces.

Based on teacher estimates, the percentage of absenteeism is significantly lower in NFE schools than FE schools. The rate of absenteeism from FE schools would be higher again if 'compulsory absenteeism' were included; that is, the number of children unable to attend because their school was closed during normal operating hours, and had been closed for some time.

Table 15: Absenteeism of children

	NFE per cent (n)	FE per cent (n)	Sig.
What percentage of children are absent on an average day?			*
up to 5per cent	47 (55)	28 (18)	
6-10per cent	27 (32)	34 (22)	
11-20per cent	13 (15)	23 (15)	
21-30per cent	9 (11)	9 (6)	
31per cent or more	3 (4)	6 (4)	

The school leaver data reported in Table 16 must be regarded as unreliable, or at least unrepresentative, because of the number of NFE schools which are recently established and which have not yet had cohorts reach class 5.

Table 16: School leavers

	NFE per cent (n)	FE per cent (n)	Sig.
Have any children continued their education somewhere else after leaving this school?			**
per cent yes	44 (52)	82 (59)	

At what grade level do most leave this school?			-
Kachi	12 (6)	5 (3)	
class 1	17 (8)	9 (5)	
class 2	12 (6)	2 (1)	
class 3	17 (8)	2 (1)	
class 4	2 (1)	0	
class 5	38 (18)	78 (43)	
What kind of school do they go to after leaving?			**
government primary	42 (22)	14 (8)	
middle school	31 (16)	48 (28)	
private school	4 (2)	15 (9)	
other - unspecified	23 (12)	22 (13)	

Table 17 shows that in teachers' opinions, the very large majority of NFE children would not be attending school at all without the NFE school, while conversely, most FE children would be going to another school. These data appear to affirm concerns expressed by community members about the acceptability of government schools, particularly since data earlier in this chapter indicates that in many cases a government school, and often a girls or mixed school, is available within reasonably proximity of the NFE school.

Almost all FE teachers see their school continuing 'in much the same way' in the future. The very large majority of NFE teachers also have this belief, while small numbers see the school as phasing out or transferring to the government system.

Table 17: The significance of the school for children, and the future of the school

	NFE per cent (n)	FE per cent (n)	Sig.
(i) What would the children be doing without this school?			
not attending school per cent yes	83 (102)	42 (29)	**
going to another school per cent yes	17 (21)	58 (40)	
(ii) What is the likely future for the school?			
it will continue in much the same way per cent yes	81 (100)	94 (63)	*
it will phase out per cent yes	10 (12)	4 (3)	-
it will transfer to the government system per cent yes	9 (11)	1 (1)	-

Monitoring

Almost all NFE, and most FE, schools keep daily attendance records (although as indicated above, these are not necessarily available in consolidated form over time). Only about half said that they keep records on student achievement. The relatively large number of FE schools which have stock registers presumably results from this area being identified in interviews with regional education officials as one which is checked during visits.

Table 18: School records

	NFE per cent (n)	FE per cent (n)	Sig.
What school records are kept?			
daily attendance recorded	93 (124)	80 (74)	*
school funds	28 (38)	31 (30)	ns
visitors book	36 (48)	29 (27)	ns
VEC/SMC/PTA meetings record	34 (46)	19 (18)	*
student achievement	45 (60)	49 (45)	ns
stock register	27 (36)	58(53)	**

Table 19 shows that most NFE schools are visited by the NGO monthly or more often, and this is considerably more frequent that the visits paid by government representatives to government schools. Visits by government officials to NFE schools do take place, but infrequently.

Where visits do take place, the principal purposes are similar for both NFE and FE schools: testing children's learning and monitoring records such as attendance by teachers and children. It should be noted that other data in this evaluation report, particularly from regional government officials, suggest that testing children's learning is superficial and unsystematic.

These accountability purposes of monitoring are far more frequently nominated than purposes associated with the improvement of quality or the identification of needs or problems.

Table 19: Monitoring visits

	NFE per cent (n)	FE per cent (n)	Sig
How often is the school visited by the NGO or government representative (such as the DEO or Learning Coordinator?			
by NGO representative			
weekly	19 (20)	na	-
monthly	57 (61)	na	
every few months	21 (22)	na	
once a year	4 (3)	na	
by government representative			
weekly	1 (1)	9 (4)	-
monthly	28 (5)	34 (22)	
every few months	28 (5)	28 (18)	
once a year	33 (6)	18 (28)	
What are the main purposes of these visits?*			
monitoring records such as children's attendance	65 (68)	74 (46)	-
testing children's learning	79 (82)	87 (54)	
monitoring records such as teacher's attendance	65 (67)	84 (52)	
monitoring assessment and children's progress	67 (70)	75 (45)	
assisting the teacher to improve teaching and learning	32 (32)	33 (20)	
meeting with community representatives	35 (36)	23 (14)	
checking on use of resources	21 (21)	17 (10)	
identifying needs or problems to be addressed	38 (38)	25 (15)	

*For NFE schools, data refer to visits from NGOs; for FE schools,
data refer to visits from government representatives

Community and parent participation

Data in this section report on community and parent participation from the teacher's perspective.

Although data are reported from the FE schools, the number of respondents is small. Most FE teachers did not have experience of school-community organisations. It is apparent, however, that most FE teachers who *do have* experience of school-community organisations report positively on criteria such as impact on improving education and increasing enrolment and retention for both boys and girls.

During data gathering, it became apparent that using specific names of school-community organisations, such as VEC, WVEC or SMC, were confusing and the question on this has been deleted. The questions in Table 20 refer to "VEC or equivalent" and data gatherers were asked to re-phrase this to suit locally used names, if need be.

As expected, the large majority of NFE schools (but a small minority of FE schools) have school-community organisations.

There was some confusion and uncertainty over the distinction in the questions below in Table 20 between women as members of the school-community organisation and whether there is a separate women's committee. Nevertheless, it is apparent that a majority, and probably a large majority, of school-community organisations have female representation and input.

The views of NFE teachers on school-community organisations and community participation are summarised below.

- Most NFE teachers regard the VEC (or equivalent) as having helped to establish the school, and a large majority believe that the work of the VEC is "improving education for children".
- A large majority of teachers believe that the work of the VEC has resulted in increased enrolment and retention for girls, with about half believing this has been a moderate increase and a somewhat smaller number believing it has been a large increase.
- A large majority of teachers believe that community participation has increased since the VEC began, and half of these believe community participation has "increased greatly".
- The principal contributions of the VEC have been getting parents to send their children to school, followed by monitoring of teaching and learning. These contributions are rated much more highly than contributions of resources and maintenance, a similar pattern to findings from the 'Community Interviews'.
- Most teachers say that VEC members often visit the school and this is usually at their own initiative.
- School visits by the VEC are primarily undertaken to discuss quality of teaching and learning, followed by teaching and learning resources. Teacher and children's attendance is discussed. Considerably less discussion focuses on resourcing and maintenance issues.
- In contrast to the VEC members, teachers say that most parents visit the school "rarely" (although nearly one third do so "often"). Parent visits are most likely to be initiated by the teacher, followed by the mother, and much less frequently by the father.
- When parents do visit, the most common topics for discussion are admission of a child, quality of teaching and learning, teaching and learning resources, followed by teacher and children's attendance. Physical resources and maintenance issues are of minor importance.

Table 20: The school-community organisation

	NFE per cent (n)	FE per cent (n)	Sig.
Is there a Village Education Committee or other community/parent organisation associated with this school?			**
yes	86 (106)	31 (21)	
it has closed down	4 (5)	10 (7)	
no	10 (12)	58 (39)	
The following questions report data only from the 106 NFE and 21 FE schools which have community/parent organisations			
Are both women and men members of the VEC (or equivalent)?			
per cent yes	58 (61)	9 (2)	-
Is there a separate Women's VEC (or equivalent)?			
per cent yes	55 (57)	24 (5)	**
In what year did the VEC (or equivalent) begin?			-
1992 or before	11 (10)	0	
1993	16 (16)	0	
1994	24 (24)	5 (1)	
1995	36 (36)	32 (6)	
1996	15 (15)	63 (12)	

	NFE per cent (n)	FE per cent (n)	Sig.
Did the VEC help establish the school? per cent yes	74 (78)	32 (6)	**
Are VEC records kept (e.g. of meetings and decisions)? per cent yes	49 (52)	67 (14)	ns
How often are meetings held (number each year)?			-
not held	5 (5)	20 (4)	
1 to 3	22 (23)	25 (5)	
4 to 8	17 (18)	15 (3)	
9 to 20	43 (44)	30 (6)	
over 20	13 (13)	10 (2)	
Approximately how many people attend VEC meetings			-
4 or less	13 (13)	11 (2)	
5 to 9	38 (37)	67 (12)	
10 or more	48 (47)	22 (4)	

Table 21: Impact of the school-community organisation

	NFE per cent (n)	FE per cent (n)	Sig.
In the teacher's opinion, is the work of the VEC (or equivalent) improving education for children? per cent yes	85 (87)	74 (14)	ns
In the teacher's opinion, has the VEC (or equivalent) made a difference in getting girls and boys to come to school and stay longer at school?			
(i) Getting more children to come to school			
For girls no	18 (19)	29 (4)	ns
some increase	49 (51)	50 (7)	
a large increase	33 (34)	21 (3)	
For boys no	41 (9)	41 (7)	ns
some increase	45 (10)	41 (7)	
a large increase	14 (3)	18 (3)	
(ii) Getting more children to stay longer at school			
For girls no	21 (22)	23 (3)	ns
some increase	52 (54)	61 (8)	
a large increase	26 (27)	15 (2)	
For boys no	52 (11)	44 (7)	-
some increase	43 (9)	50 (8)	
a large increase	5 (1)	6 (1)	
Since the VEC (or equivalent) began, has community participation in the school,			-
increased greatly	42 (41)	30 (6)	
increased slightly	39 (38)	30 (6)	
remained about the same	16 (16)	40 (8)	
decreased	2 (2)	0	
In the opinion of the teacher, what are the main contributions which the VEC has made to the school?			
provision of equipment	16 (16)	19 (4)	-

	NFE per cent (n)	FE per cent (n)	Sig.
contributing money	12 (12)	5 (1)	-
maintaining school property and surroundings	13 (13)	14 (3)	-
reducing vandalism	11 (11)	5 (1)	-
making visits to monitor the school	29 (29)	24 (5)	-
increasing teacher attendance	16 (16)	0	-
monitoring quality of teaching and learning	45 (46)	24 (5)	*
encouraging parents to send their children to the school	73 (72)	29 (6)	*
establishing good relationships with the government system	11 (11)	0 (0)	-

Table 22: Contact with the school

			NFE per cent (n)	FE per cent (n)	Sig.
If there is a VEC (or equivalent), do members of it visit the school?					
		per cent yes	80 (99)	38 (25)	**
If yes,	(i) is this	often	69 (69)	48 (12)	*
		sometimes	14 (14)	12 (3)	
		rarely	17(17)	40 (10)	
	(ii) who initiates this contact?	the teacher	16 (16)	30 (7)	ns
		VEC	62 (62)	43 (10)	
		other	21 (21)	26 (6)	
	(iii) what are the usual matters/topics discussed?				
		repairs/maintenance	23 (23)	58 (14)	**
		general school operation	26 (26)	40 (10)	ns
		physical resources, such as building and equipment	21 (21)	52 (13)	**
		teaching and learning resources, such as books	77 (76)	64 (16)	ns
		quality of teaching and learning	87 (86)	77 (20)	ns
		assessment and results	52 (52)	68 (17)	ns
		children's homework	16 (16)	24 (6)	ns
		teacher attendance/absenteeism	67 (66)	44 (11)	*
		children's attendance/absenteeism	52 (52)	52 (13)	ns
		behaviour issues	38 (37)	36 (9)	ns
Do parents, other than VEC members (or equivalent), visit the school?					
		per cent yes	88 (107)	86 (56)	ns
If yes,	(i) is this,	often	30 (32)	23 (12)	ns
		sometimes	15 (15)	12 (6)	
		rarely	55 (58)	64 (35)	
	(ii) who initiates this contact?	teacher	46 (49)	49 (27)	**
		father	15 (16)	36 (20)	
		mother	35 (38)	13 (7)	
	(ii) what are the usual matters/topics discussed?				
		repairs/maintenance	10 (11)	5 (3)	ns
		general school operation	13 (14)	5 (3)	ns

	NFE per cent (n)	FE per cent (n)	Sig
physical resources, such as building and equipment	7 (7)	7 (4)	ns
teaching and learning resources, such as books	55 (58)	45 (25	ns
admission of child	68 (73)	61 (34)	ns
quality of teaching and learning	67 (72)	68 (38)	ns
assessment and results	30 (32)	27 (15)	ns
children's homework	12 (13)	9 (5)	ns
teacher attendance/absenteeism	57 (61)	55 (31)	ns
children's attendance/absenteeism	42 (45)	39 (22)	ns
behaviour issues	12 (12)	9 (5)	ns

5. Data from 'Community interviews'

This section of the report presents and discusses data from members of school-community organisations and/or parents who are associated with non-formal education initiatives. These data extend the information obtained from the 'School 'Inventory' by obtaining more detailed and qualitative observations from community members.

As described in section 2 of this report, each of the seven NGOs nominated a sub-sample of schools which are considered representative of their 'best practice'. The community data in this chapter are taken from these schools. Consequently, the data do not necessarily represent community views from the full range of NFE schools but should represent some of the better examples of community participation and involvement.

Data are presented in four sections.

1. Sampling and data collection
2. The school-community organisations
3. Community attitudes towards schooling
4. Comparison of NFE and government schools

Sampling and data collection

The interview sample

For each of the 28 case study schools, interviews were conducted with parents (n=123) and members of school-community organisations (n=108) such as Village Education Committees. Most members of school-community organisations are of course also parents. In the analyses in this section, data are reported separately for 'parents' and 'members'. This allows comparison between those in the school community who have a role and responsibility for the school with those who are not formally associated with a school community organisation.

- Interviews were conducted on an individual rather than a group basis.
- Both parents and members were interviewed on an 'opportunity sample' basis. This biases the sample towards persons who were not working outside the village on the day of the interview, although some interviews were conducted with people working nearby, for example in the fields.
- Interviewers were asked to ensure that both males and females were interviewed. For parents, 61per cent were male and 39per cent female; for members, 51 per cent were male and 49 per cent female.
- Largely in order to achieve gender balance in the sample, WVECs and SMCs were over-represented in the 'members' sample and VECs were under-represented. Specifically:

  37per cent of the members belonged to WVECs but only 18per cent of schools had WVECs;

  18 per cent of the members belonged to SMCs but only 7per cent of schools had SMCs;

  43 per cent of the members belonged to VECs but 74per cent of schools had VECs (and 20per cent of VECs had both male and female membership).
- Half the schools represented through parent/member interviews were home schools. Over 90 per cent were NFE schools, with the remainder being formal schools associated with Society in Balochistan. For the purposes of this evaluation, Society-associated schools are considered part of the NFE sample.

Table 1: Sample size by NGO

	BLCC	MMBMT	ALWS	SGA	KK	SPO	Society	Total
Parent	18	16	18	17	23	20	11	123
Member	29	8	20	13	11	17	10	108
Total	47	24	38	30	34	37	21	231

The interview schedule

Appendix C.2 contains a copy of the Interview Schedule. A broad range of issues are addressed on attitudes towards schooling, and on satisfaction with current schooling provision. During training and pre-testing, the interviewers were asked to give particular attention in interviews to the following:

(i) factors which affect whether community and parent participation will be successful and will make a positive contribution to the school and children's learning;

(ii) factors which assist in setting up community/parent organisations (such as VECs) and in maintaining their effectiveness over time;

(iii) factors which need to be taken into account if community/parent organisations (such as VECs) are to be successful in the formal government system.

Interpretation of data

Several points need to be kept in mind regarding the validity and reliability of data reported in this chapter.

- The methodology section of this report describes various factors which potentially affect the validity and reliability of data. These include: use of multiple data gathering teams; translation issues; variation in social and cultural constraints; and interpretation of closed and open-ended questions.
- For these sorts of reasons, quantitative data in the tables below must be interpreted with care. For example, there are instances where more respondents elaborate on an answer than the total of those who express agreement with the initial question. Often, such apparent anomalies reflect imprecision in language translation and communication rather than errors.
- Notwithstanding such anomalies, it is the pattern of responses which is important, particularly when patterns are consistent across similar sets of items.

  Discussion of responses focuses primarily on these patterns.
- Where appropriate, statistically significant differences between 'member' and 'parent' responses are reported in the right-hand 'Sig.' column. As in the Inventory chapter, chi-square is used to test for significant differences. A single asterisk (*) indicates a difference at the .05 level of significance, a double asterisk (**) indicates a difference at the .01 level. No significant difference is indicated by 'ns'.
- Each table indicates whether data are based on closed or open-ended questions [C-E/O-E]. It is reasonable to interpret responses to closed questions as (broadly) representative, while responses to open-ended questions are indicative and may, for example, aid in the interpretation of data obtained from closed questions or may suggest issues for further exploration. Testing for significant differences is not reported for open-ended questions.
- Finally, throughout this report, tables are presented as simply as possible. This provides a clearer focus on key findings and patterns in the data. However, the reader needs to bear in mind that information which can be important, such as non-response rates to

particular questions, is not routinely reported (although it can be deduced from data in the tables).

The school-community organisations

According to both parents and members:

- the school-community organisation was primarily established by the NGO, with local community members also playing a substantial role;
- there was no (or an insignificant) role played in establishing the school-community organisation by politicians such as MNAs/MPAs *or* by local influentials such as a large landowner *or* by government.

According to members:

- over two-thirds of the school-community organisations played a role in establishing the school;
- more than half of the school-community organisations meet monthly or more often, and one third meet less than every two months;
- records are kept of meetings in 60per cent of the school-community organisations;
- the principal topics which school-community organisations discuss are improving teaching and learning, monitoring student progress and improving the physical facilities of the school;
- principal involvement relates to schooling quality, with only one-third of members indicating that they or their families contribute in other ways such as gifts or maintenance.

According to parents:

- about half of the parents thought the school-community organisations played a role in establishing the school, and half said they did not know;
- most parents do not know how often the school-community organisation meets;
- a large majority of parents do not know if meeting records are kept;
- only a minority of parents expressed an opinion on topics discussed, but those who do gave similar responses to members while also nominating teacher and children's attendance as major topics;
- less than one fifth of parents say that they or their families contribute gifts or maintenance and repair work to the school .

The contribution and impact of the school-community organisations

It is apparent from Table 2 that (apart from those who were unsure) almost all members and parents regard the school-community organisation as improving education for children. While this may be expected from members of such organisations, the similar response from (non-member) parents is a clear endorsement of school-community organisations, notwithstanding the fact that summary data above and some subsequent tables show that some parents are relatively less aware of specific contributions and activities.

Table 2 [C-E] : Contribution of school-community organisation to education

	Members per cent yes (n)	Parents per cent yes (n)	Sig
In your opinion, is the work of the VEC (or equivalent) improving education for children?	95 (62)	94 (88)	ns

Members of school-community organisations see their principal contribution as encouraging parents to send their children to school (Table 3). Table 4 shows that a large majority of members believe the school-community organisation has led to increased enrolment for girls. Parents acknowledge less effect on enrolment than do members, although it should be noted that a large number of parents indicated that they were unsure, rather than that they disagreed.

It is apparent from these first tables, and reinforced in later data, that concerns about enrolling girls and about quality-related issues are of particular importance to both members and parents. Less important, though not unimportant, are contributions to the resourcing or physical situation of the schools. This contrasts with the views of many government officials (section 3.5) who saw the actual or potential role of parents as essentially resource-related and who commonly expressed negative comments on the capability and interest of parents in the educational program and its delivery.

Table 3 [C-E]: Main contributions made to school by the school-community organisation

	Members per cent yes (n)	Parents per cent yes (n)	Sig.
encouraging parents to send their children to the school	68 (74)	32 (40)	**
provision of equipment	35 (38)	15 (18)	**
monitoring quality of teaching and learning	28 (30)	21 (26)	ns
maintaining school property and surroundings	24 (26)	13 (16)	*
making visits to monitor the school	26 (28)	8 (10)	**
contributing money	14 (15)	3 (4)	**
establishing good relationships with the government system	12 (13)	2 (2)	*
reducing vandalism	8 (9)	3 (4)	ns

Table 4 [C-E]: Impact of school-community organisation on children's enrolment and retention

		Members per cent (n)	Parents per cent (n)	Sig.
Getting more children to come to school				
For girls	No/unsure	18 (19)	52 (64)	**
	Some increase	37 (40)	34 (42)	
	A large increase	45 (49)	14 (17)	
For boys	No/unsure	82 (89)	95 (117)	**
	Some increase	7 (8)	2 (3)	
	A large increase	10 (11)	2 (3)	
Getting more children to stay longer at school				
For girls	No/unsure	3 (3)	8 (5)	ns
	Some increase	46 (42)	48 (30)	

A large increase	50 (46)	43 (46)	
For boys - over 90 per cent of parents and 80per cent of members said they were unable to answer this question	-	-	

The fact that a school-community organisation exists does not necessarily mean that community participation has increased. Table 5 shows that a large majority of members believe community participation has increased, while about half the parents believe this, and many felt unable to comment.

It is a general finding (often indicated by non-response rates) from the Community and Parent Interviews that substantial numbers of non-member parents are 'unsure', but not negative, about numerous aspects of the school-community organisation. It appears that there is considerable scope for more effective community-wide involvement and dissemination of activities.

Table 5 [C-E]: Impact of the school-community organisation on community participation

	Members per cent yes (n)	Parents per cent yes (n)	Sig.
Community participation has,			ns
increased greatly	47 (42)	43 (28)	
increased slightly	41 (37)	32 (21)	
remained about the same	10 (9)	25 (16)	
decreased	2 (2)	0	

Table 6 asks why the community became involved. Among the principal messages from this question are: if the school is of an acceptable quality, if children will be safe, and if schooling is affordable, then the community will become involved. There is a clear indication that parents value education, and that this will translate into sending girl children to school if safeguards are present and if support is given through, for example, an NGO and other community members.

There is a common message which emerges from much of the data in this section. Parents reject schooling which is perceived as insensitive, either to the local context or the care and welfare of children, and which is poorly delivered by uncommitted people. It is not just the provision of educational places which convinces many parents to send children, especially girls, to school. The quality of provision is just as important. For a large number of members and parents, the educational quality of programs associated with the NGOs in this evaluation is acceptable. As later tables show, this contrasts with views on much government education.

Table 6 [O-E]: Reasons why the community became involved in the school

	Members per cent (n)	Parents per cent (n)
The educational standard was good so the community became involved	42 (42)	22 (22)
With help from the NGO, the interest of the community was able to develop	33 (33)	21 (21)
Cost is low, because there are no fees (or low fees) and books are free	22 (22)	31 (30)
Being nearer, it is safe with a homely environment	25 (25)	27 (27)
People want their children to be educated	15 (15)	16 (16)
Because the community asked parents to allow their children to go to school	16 (16)	16 (16)

More opportunities for girls' and women's education are needed	18 (18)	8 ((8)
The teachers are hard working	11 (11)	15 (15)
The community is concerned about the future of village children and want their children to be educated	10 (10)	14 (14)

Substantial majorities of members and parents visit their school (Table 7), and for many this is on their own initiative. Once again, the quality of schooling is the focus of such visits rather than, for example, resource-related purposes.

An issue which has frequently arisen during the course of this evaluation, particularly from the government sector, has been sensitivity about school-community organisations taking a role, or an overly-zealous role, in monitoring teacher attendance and standards. The fact that this is fairly insignificant in Table 7 presumably reflects the fact that teacher attendance is not generally a problem or an issue in the NFE schools. Subsequent data do show that it is a significant area of concern when members and parents are asked about government schools.

Table 7 [C-E]: Member and parent contact with the school

		Members	Parents	Sig.
Do you visit the school?	Yes	85 (92)	69 (85)	**
If yes, (i) is this?	often	54 (51)	46 (43)	*
	sometimes	18 (17)	18 (17)	
	rarely	29 (27)	34 (32)	
(ii) who initiates this contact?	the teacher	32 (30)	35(33)	ns
	you	66 (63)	64 (61)	
	someone else	2 (1)	1 (1)	
iii) what are the usual matters/topics discussed?				
repairs/maintenance		27 (29)	14 (17)	*
general school operation		32 (35)	17 (21)	**
physical resources, such as building and equipment		18 (19)	6 (7)	**
teaching and learning resources, such as books		32 (35)	31 (38)	ns
quality of teaching and learning		61 (66)	49 (60)	ns
assessment and results		41 (44)	34 (42)	ns
children's homework		11 (12)	7 (9)	ns
teacher attendance/absenteeism		7 (8)	5 (6)	ns
behaviour issues		22 (24)	26 (32)	ns

Community attitudes towards schooling

Community members' attitudes towards schooling assist our understanding of the criteria which communities are likely to use in deciding: (i) whether they are satisfied with NFE schooling, and with community participation; and (ii), how they compare NFE schooling with government primary schooling, the focus of the next section of this chapter.

Table 8 shows that community members who are parents believe their children enjoy their NFE schooling. Predominantly, the reasons relate to the caring and encouraging attitude of the teacher and to satisfaction with the quality of the education. Similar to comments reported elsewhere, parents endorse the faster rate at which the curriculum is covered in NFE schools.

Table 8 [C-E, then O-E]: Children's attitude toward school

	Members % (n)	Parents % (n)
Does your child(ren) enjoy going to this school? Yes	93 (64)	89 (99)
If yes, why?		
The teacher takes care of children	52 (32)	41 (40)
The education is good	31 (19)	33 (32)
In this school they promote the children twice in a year	31 (19)	30 (29)
It is a safe school because of its homely environment	35 (22)	15 (15)
The school is nearer to home	24 (15)	13 (13)
Children are encouraged	8 (5)	8 (8)
There are extra-curricular activities	5 (3)	9 (9)
They do not beat the children in this school	0	10 (10)

Interview data show that parents want teachers who care about children and who value education. This is not surprising, except perhaps to the extent to which these qualities appear to be (relatively) more highly valued than training and subject-matter knowledge. A reasonable interpretation may be that teachers who have undertaken formal training are, for this reason alone, not necessarily good or acceptable teachers. The essential pre-condition is the attitude and caring for children.

As later tables show, there is a consistent theme in parent comments that teachers should be responsible in their own behaviour by coming to school and by being punctual. Later comments suggest that many parents see these characteristics as lacking in many teachers in the formal system.

Table 9 [O-E]: What are the qualities of a good teacher?

	Members % (n)	Parents % (n)
They care about children	75 (77)	69 (82)
They come every day and on time	37 (38)	31 (38)
They think girls education is important	24 (24)	35 (41)
They understand children and don't just punish them	15 (15)	14 (17)
They are well trained and understand what they have to teach	7 (7)	14 (16)
They know about Islam and can teach children good morals	10 (10)	4 (5)
They know how to maintain discipline	4 (4)	7 (8)

Other comments include: they stop children participating in politics; no good teachers are left; they dress well and have a good attitude.

Tables 10 and 11 help to put Table 9 in perspective. To have a good school, teachers should be trained and physical facilities should meet minimum criteria such as a separate building. Once again, responsible and caring teacher behaviour are important. The emphasis on an appropriate school buildings in Table 11 is not surprising, given that many of the schools in the NFE sample are home schools, which cannot be considered long-term arrangements, or are sometimes make-shift arrangements without shelter.

It is noted that, in Table 11, parents say they would like more teachers but do not express a need for 'improvement' in their present teacher(s).

Table 10 [O-E]: What are the most important things which make up a good school?

	Members % (n)	Parents % (n)
Teachers should be well trained	56 (54)	57 (58)

School facilities are provided, including a separate school building	48 (46)	43 (43)
Students are taught with patience and eagerness	16 (16)	20 (20)
Teachers come to school	10 (10)	10 (10)
There is punctuality and a roll call	10 (10)	5 (5)
Children's performance is checked and they are not beaten	6 (6)	5 (5)
The school should be safe and homely	3 (3)	9 (9)
Parents are kept informed	8 (8)	2 (2)

Other comments include: funds are not misused; there are female teachers; vocational skills should be taught.

Table 11 [O-E]: What would make this (NFE) school better?

	Members % (n)	Parents % (n)
A proper building with more rooms	75 (77)	79 (81)
Basic facilities such as electricity and water	25 (25)	18 (18)
More teachers	15 (15)	22 (22)
There is no need for anything	10 (10)	13 (13)
Books should be provided at no cost	9 (9)	5 (5)
Teacher pay should be increased	8 (8)	1 (1)
Vocational skills should be taught	5 (5)	3 (3)
It should be up-graded to middle/matric. level	4 (4)	2 (2)

Other comments include: there should be a uniform so that children look different; there should be health unit; there should be funds and scholarships.

Given the goals of NGOs and UNICEF to use NFE to reach disadvantaged groups, particularly rural girls, the data in Table 12 are particularly important. A substantial majority of parents (leaving aside those who are unsure) believe that their children would not be attending school without the present NFE school. These children are overwhelmingly female.

The principal reasons are those cited by the NGOs themselves: distance and safety; social and cultural factors affecting females; costs at other schools.

The fact that a sizeable minority of parents say their children would be going to another school should not be ignored. It is not possible from the present data to determine whether this means that the NFE school is simply an option rather than a necessity, or whether the data support the view of many NGOs that the experience of NFE schooling will pre-dispose parents to consider government schools (for perhaps the first time).

Table 12 [C-E, then O-E]: If members' and parents' children were not going to this school, would they be going to another school?

		Members % (n)	Parents % (n)
	Yes	39 (32)	37 (41)
	No	61 (50)	63 (69)
If yes, to what type of school	a government school	88 (29)	88 (38)
If no, what are the main reasons why not			
Schools are too far away		69 (34)	66 (43)
Girls are not allowed to go outside their homes [or home school]		14 (7)	23 (15)
Costs in other schools such as fees and uniforms		40 (20)	25 (16)
There is an age limit in other schools		12 (6)	8 (5)

It is not safe to study in other schools	6(3)	9 (6)
The only other school a boys' school	6 (3)	6 (4)
The standard of education at other school is not good	6 (3)	5 (3)
There is no government school around here	2 (1)	8 (5)

Tables 13 and 14 address an issue which is frequently referred to in the literature: differences in parental attitudes and motivations to educate boys and girls.

The results confirm many expectations. Boys need education for a job; girls need education for social, cultural and domestic reasons.

Beyond this immediate interpretation, however, it is clear that the school is seen as a major agency of imparting desired moral codes and standards, and this applies to both boys and girls. In turn, this expectation links with desired characteristics of teachers addressed elsewhere in this chapter.

The data in Table 14 do add one significant piece of information. A fairly substantial number of parents identify the possibility of becoming a teacher as a reason for girls going to school. For many parents it is likely that it is the experience of the NFE school which has opened this option.

Table 13 [O-E]: What are the most important reasons for sending a *boy* to school?

	Members % (n)	Parents % (n)
So they can get a good job	72 (74)	77 (88)
They will become modest and will learn to respect elders	46 (47)	39 (45)
Keep them away from bad company	16 (16)	12 (14)
To help them distinguish between right and wrong	4 (4)	6 (7)

Other comments include: if the boys are at home they create disturbances and beat their sisters; there is no use in educating them.

Table 14 [O-E]: What are the most important reasons for sending a *girl* to school?

	Members % (n)	Parents % (n)
She will become modest and be an important member of the community	40 (41)	34 (38)
They will raise their children in a better way	36 (37)	19 (21)
She can get a good job, such as a teacher	21 (22)	26 (27)
She will become a good housewife	22 (23)	21 (24)
She will marry into a good home	17 (17)	11 (12)
She will be able to distinguish between right and wrong	8 (8)	6 (7)
She will not be deprived of education like her mother	2 (2)	9 (10)
She can write letters home	4 (4)	8 (9)
She will have courage to face difficult situations in hard times	8 (8)	4 (5)

Since the parent sample above made a decision to send their girls to school, it was decided to investigate why other parents may not do so.

Consequently, the member and parent sample were asked whether they know people who do not send their *girl children* to school, and what were the main reasons these people did not send them to school.

44% (94) said they know people who do not send their girl children to school.

Principal reasons - particularly domestic work, cost, and cultural factors - are summarised in Table 15. These are much the same factors that the NGOs in the sample addressed when working with communities to support the establishment of schools.

Table 15 [O-E]: Main reasons why some people do not send girl children to school

	Members % (n)	Parents % (n)
They are needed for domestic work	30 (13)	23 (11)
Poverty, can't afford it	23 (10)	23 (11)
The girls are older and parents do not want them to go out	11 (5)	21 (10)
There is no use in education for girls	16 (7)	13 (6)
They will become spoiled and will not want to do household work	9 (4)	13 (6)
Distance and male reluctance to allow girls out	14 (6)	11 (5)

Other comments include: rivalries in the village; they will write letters to boys; they don't need to earn.

Table 16 [O-E]: What do these children do instead of going to school?

	Members % (n)	Parents % (n)
For girls:		
Household work	63 (31)	60 (31)
They sit idle	10 (5)	12 (6)
For boys:		
They go out and earn money	31 (15)	23 (12)
Learn skills from fathers	10 (5)	2 (1)

Comparison of NFE and government schools

The community sample has experience, either as members and/or as parents, of school-community organisations such as VECs. One of the principal aims of the evaluation was to try to identify what could be learned from the NFE experience of community participation for the government school system.

The community sample was asked a series of questions to obtain their views on: establishing a school-community organisation; differences and preferences between NFE and government schools; what should be kept if NFE schools were to be taken over by the government. While there is some overlap among these questions, each addresses a somewhat different aspect of the comparison.

Previous data have suggested that many non-member parents are not only less well informed but are also somewhat less positive about the role and accomplishments of school-community organisations. Table 17 shows that a substantial number of members believe there could be better communication between themselves and the parent body at large. It does seem that while the focus on establishing a VEC or equivalent may have proved successful, this does not ensure broader community support or understanding.

Table 17 [O-E]: Suggestions for successful establishment of a parent/community body . [If the VEC (or equivalent) was being established again (or in a neighbouring area), what would be your most important suggestions to try to ensure that it would be a success?]

	Members % (n)	Parents % (n)
Better communication and co-operation between VEC and community	50 (44)	27 (13))
Take interest in school activities and be conscious of school's	20 (18)	41 (20)

requirements		
Provide funds, books and education free	18 (16)	22 (11)
Put more stress on girls education and the need for education and training	16 (14)	18 (9)
Work hard and try to solve problems	16 (14)	12 (6)
Tell them to join the committee	7 (6)	12 (6)
Performance of the teachers and students should be monitored	5 (4)	6 (3)

Other suggestions: choose local teachers; make a separate health clinic for children; early difficulties can be overcome later; develop better links with PMLC/government.

The three principal NFE/government school differences in Table 18 reinforce earlier comments on the importance of affordable education, satisfaction with standards and care for children in NFE schools, and scepticism about the commitment level of government school teachers.

Table 18 [O-E]: Views on differences between this (NFE) school and a government school?

	Members % (n)	Parents % (n)
Education is free (or very low cost) here	31 (41)	32 (33)
Government school teachers are not local, do not come on time and do not teach well	41 (43)	29 (30)
In NFE schools the educational standard is good and children's needs are met	32 (34)	30 (31)
Government schools are far away	22 (23)	15 (16)
NFE parents are informed and take an interest	14 (15)	9 (9)
Government school teachers are better trained	10 (11)	11 (11)
There are no long holidays in NFE schools	12 (13)	10 (10)
There are no age restrictions in NFE schools	10 (10)	10 (10)
Government schools have more space and rooms but NFE schools are cleaner and more homely	10 (10)	10 (10)
In NFE schools, inspections are regular	10 (10)	6 (6)
Government schools don't have to worry about closing	7 (7)	9 (9)
In NFE, two years course is completed in one	9 (9)	6 (6)
There is no community participation in government schools	9 (9)	4 (4)
Government school teachers have security so they do not pay attention to their work	6 (6)	4 (4)
In government schools, the teachers make the children do teachers' chores, and they beat children	4 (4)	5 (5)

Other comments include: government certificates are valid; girls can do home chores after NFE [flexible hours]; government schools have strikes and chaos.

There is a dichotomy between those in the community sample (primarily the members) who believe community participation and interest would decrease if the NFE school became a government school and those who believe the parents would take (or continue to take) interest and the school would improve. In interviews with NGOs, both viewpoints have also been expressed.

On the basis of other data, it seems that the more pessimistic view assumes that the government system will 'subvert' gains achieved through participation and NFE. The more optimistic view assumes that once parents have an experience of schooling for their children, and have had a legitimated interest and involvement in the school, there will be a positive momentum after transfer.

Table 19 [O-E]: Opinions on what the main changes would be if this (NFE) school became a government school.

	Members % (n)	Parents % (n)
There would be a (proper) building, more than one room and a latrine and drinking water	43 (40)	29 (28)

School performance will go down because in government schools there is no community participation and the people will not take an interest	33 (30)	20 (20)
The school will start performing well and the parents will take in interest	29 (27)	21 (21)
Numbers of children and teachers will increase	14 (13)	18 (18)
Teacher salary will go up	14 (13)	11 (11)
We will have to pay fees and books will not be free	7 (6)	13 (13)
There will be no difference	3 (3)	9 (9)
If the teacher remains, the standard would be good	1 (1)	8 (8)

Other comments include: certificates will become valid; bills and rent will not be paid by locals; the government will not inform the parents and the parents will not cooperate; there will be compulsory age and uniform requirements.

There is some repetition in the responses to the next three questions, each of which was open-ended. The three tables are presented, however, because each gives a somewhat different perspective and because the repetition of consistent themes reinforces the consistency with which the community sample identified valued criteria in the provision of education.

Table 20 emphases community concern with maintenance of quality and affordability. The desire that community involvement continue is also apparent. This table clearly illustrates one further consideration which is present, but sometimes less apparent, in other tables; the community desire to keep their present teacher. This presumably reflects not only the expressed satisfaction with the present teacher but is also a reflection of community scepticism about the commitment and appropriateness of government school teachers.

Table 20 [O-E]: If the (NFE) school became a government school, would be the most important things to keep?

	Members % (n)	Parents % (n)
The present standard of education should be maintained	46 (40)	37 (35)
Keep fees low and give books free	34 (30)	35 (33)
The same teacher should be kept	37 (32)	31 (29)
The community should remain in close contact with the school	22 (19)	12 (11)
Make sure punctuality is maintained as well as fewer holidays	7 (6)	18 (17)
School should remain in the village	2 (2)	7 (7)
Continue to allow children of any age to come to school	3 (3)	(4)
Keep the VEC	5 (4)	2 (2)

Other comments include: school should not start in the morning; two classes should be passed in one year: political interference should be stopped; there should be a fair and parents day every year; girls should be allowed to study.

Only a small number of community members provide reasons why it may be preferable for governments to establish schools. Consistent with previous data, these reasons relate to the capacity of government to provide better resourcing and security for the future of the schools.

Advantages of having NGOs establish schools re-affirm concerns such as affordability and the value placed on caring for children.

Table 21 [O-E]: Reasons for preferring NGO *or* government to set up and support schools.

	Members % (n)	Parents % (n)
Advantages if government sets up a school		
Facilities will be better (e.g. building, desks and chairs)	10 (10)	13 (14)
Teachers will be paid more	11 (11)	12 (13)

No fear that the school will be closed down	7 (7)	7 (8)
Advantages if an NGO sets up a school		
Parents costs are less (e.g. books and uniforms)	40 (39)	31 (34)
The children will be cared about	34 (33)	29 (32)
The teacher works harder for less pay	6 (6)	10 (11)
School performance is monitored	8 (8)	9 (10)
The school is close and safe	6 (6)	10 (11)
There does not have to be a uniform	10 (10)	5 (5)

Other comments include: in NGO schools, guidance is done by community and school together, individual attention is given to children, teacher attendance is monitored.

Table 22 provides a clear and important summary of what the government "can learn" from the NFE schools and the work of NGOs. (Although the proportion of respondents to this question is low, it needs to be kept in mind that responses are based on open-ended answers and are volunteered. It is reasonably to assume that the views expressed represent those of many more respondents, had they been asked to respond to the same criteria.)

Key points from Table 22 suggest that *the government needs to ensure that*:

- costs are sufficiently low to not deter or prevent children from obtaining an education;
- the community's interest in education for their children is recognised and legitimated;
- teachers must meet basic standards of professional responsibility and must care, and be seen to care for, children;
- quality control and monitoring of children's work is essential;
- schools are serious places where important work is done, and this cannot happen in an environment where accountability is absent and responsibilities are abused.

Table 22 [O-E]: What are the most important things which the government system can learn from the NFE work of NGOs?

	Members % (n)	Parents % (n)
That costs should be low	31 (27)	36 (28)
That community members take an interest and come to the school	18 (16)	26 (20)
That teachers come regularly, work hard and treat children nicely	18 (16)	24 (19)
That children are taught carefully and their performance checked	22 (19)	17 (13)
That there should be punctuality, discipline and roll call	17 (15)	12 (9)
That local teachers are not absent	10 (9)	6 (5)
That there should be contact with parents	10 (9)	3 (2)

Other comments include: don't need so many holidays; parents' committees must be set up; funds should not be misused; no politics should be involved; Quranic education should be given.

Appendices

Appendix A: References

[An extensive and comprehensive bibliography of resources obtained and/or consulted during the project has been submitted to UNICEF.]

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Appendix B: Agencies and organisations consulted during the evaluation

UNICEF

UNICEF (Pakistan)

UNICEF, Lahore

UNICEF, Karachi

UNICEF, Peshawar

UNICEF, Quetta

Federal Minstry of Education, Islamabad

Primary and Non-Formal Wing

Prime Minster's Literacy Commission

Department of Education, Punjab

Directorate of Primary Education, Lahore

World Bank Task Force for Punjab, Lahore

Department of Education, Sindh

Directorate of Non-Formal Education, Karachi

Directorate of Primary Education, Karachi Region, Karachi

Sindh Educational Foundation

Department of Education, NWFP

Directorate of Primary Education

Frontier Educational Foundation

Department of Education, Balochistan

Primary Education Development Programme, Quetta

Department of Social Welfare, Balochistan

Directorate of Literacy and NFE, Quetta

NGOs

Bunyad Literacy Community Council, Lahore

Malik Maula Bukhsh Memorial Trust (MMBMT), Islamabad and Mianwali

Aasthan Latif Welfare Society (ALWS)

Sindh Graduates Association (SGA), Karachi

Khwendo Kor (KK), Peshawar

Strengthening Participatory Organization (SPO), Peshawar and Quetta

SCSPEB (Society), Quetta

Adult Basic Education Society (ABES), Rawalpindi

Society for Advancement of Higher Education (SAHE)

NGO Resource Centre, Karachi

Teachers' Resource Centre (TRC), Karachi

Other International Support or Donor Agencies

World Bank, Islamabad

Overseas Development Agency, Karachi

Multi Donor Support Unit, Islamabad

Faisalabad Areas Upgradation Project, Faisalabad

Appendix C.1: School Inventory Interview Schedule

English version: *the Urdu version has some differences in format (e.g. in spacing and layout, and in numbering to facilitate coding) and in some terminology and detail of instructions. This copy has been compressed from the original.*

Date(s) of visit

_____

Name of school/centre

_____

Name of NGO associated with this school/centre?

_____

Name of community/village, with complete address

_____

_____

Is the school/centre located,

- ☐ in a *rural* area? →
- ☐ in a *semi-urban* area?
- ☐ in an *urban* area?

If rural,

(i) approximate distance from the district headquarters,
_____ miles

(ii) is the village accessible by public transport? ☐ no ☐ yes

Is the school/centre operating at the time of your visit?

☐ no, *if no* ↓ ☐ yes, *if yes*, proceed to next question

By asking in the community, please find the following information:

What are the normal school/centre hours? from ____ to ____

Is your visit during normal school hours? ☐ no ☐ yes

If the school should be operating, please try to find out why it is not operating today:

- ☐ the teacher is absent
- ☐ it is a holiday
- Other _____

If possible, find out from a community person how many days each week, on average, the school does *not open* (apart from weekly holiday)

☐ one day week ☐ two or three days week ☐ most days ☐ never open

If the school/centre has been closed for some time, how long has it been closed and what is the reason?

_____

Even if the school/centre is closed, please answer questions below on the physical appearance and visible resources of the school/centre.

Note: *(i) Many of the questions in this Inventory can be answered from your own observations. Many others require that you obtain information from a teacher. In schools which have a head teacher, this person should be able to provide overall information about the school. For teacher-specific questions, ask the class 2 teacher (as indicated below).*

(ii) When questions make reference to a specific teacher or a specific class, you should answer for the teacher/class which contains class 2 children. This will assist with comparability across schools.

****

The School or Centre

When did the school/centre begin? _____ Month/year

Is this school/centre,

☐ a non-formal education school? ☐ a government school? ☐ a literacy centre?

Is it a home school? ☐ no ☐ yes

Is this school/centre a PMLC-supported school? ☐ no ☐ yes

Is school uniform compulsory? ☐ no ☐ yes

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Does the school/centre charge fees? ☐ no ☐ yes

If yes, what is the average fee?

☐ less than 5 rupees month
☐ 6-10 rupees month
☐ 11-20 rupees month
☐ 21-50 rupees month
☐ over 50 rupees month

Who pays for:	*Textbooks*	*Notebooks/supplies*
Parents	☐	☐
NGO	☐	☐
UNICEF	☐	☐
Government	☐	☐
Other	_____	_____

The building

Is it:
☐ a room (or rooms) in a house?
☐ a verandah or other open area?
☐ a separate building?

Other? Please describe _____

Who owns the building in which the school/centre is located?

☐ the community ☐ the teacher ☐ a community member (not the teacher)
☐ the government ☐ the NGO ☐ other _____

Is it constructed from ☐ kachi? ☐ thatch? ☐ brick? ☐ other _____

Does it have a boundary wall? ☐ no ☐ yes

Does it have an open space around it where children can play? ☐ no ☐ yes

Is drinking water available at the school/centre? ☐ no ☐ yes

Is electricity connected? ☐ no ☐ yes,

if yes, is the electricity operating? ☐ no ☐ yes

Is there adequate natural light in the classroom? ☐ no ☐ yes

Are there fans in the classroom? ☐ no ☐ yes

Is there a latrine in the school/centre? ☐ no ☐ yes,

if yes, is the latrine suitable for girls ☐ no ☐ yes

What are the *intended* daily school/centre hours? ____ begin ____ finish

What are the *intended* number of school days in a year? _____ days per year

How many days are there for annual holidays? _____ days per year

Where possible, obtain an estimate from the teacher of the *actual* hours and number of days that the school/centre is usually open:

actual hours ____ begin ____ finish

actual days ____ (days per year)

What school/centre records are kept?

☐ daily attendance recorded ☐ school/centre funds ☐ visitors book
☐ student achievement ☐ VEC/SMC/PTA meetings record ☐ stock register

What other information is recorded? [Indicate if this is regular or occasional]

_____

If this is *not* a government school, is there a government school in the area?

☐ no ☐ yes

yes, a girls school ☐ how far away is it? _____ (yards or miles)

yes, a mixed school ☐ how far away is it? _____

yes, a boys school ☐ how far away is it? _____

Is there a *private school* in the area?

yes, a girls school ☐ how far away is it? _____ (yards or miles)

yes, a mixed school ☐ how far away is it? _____

yes, a boys school ☐ how far away is it? _____

The classroom(s)/teaching area

How many classrooms does the school/centre have? ____

[For the questions below, if there is more than one classroom, answer for the one which contains class 2 children]

Does the general appearance of the classroom indicate,

☐ neglect ☐ moderately well kept ☐ well kept

The classroom has ..... ☐ chair for teacher ☐ table for teacher

☐ chalkboard ☐ mats for children ☐ benches/chairs for children

☐ desks/tables for children ☐ teaching-kit box ☐ cupboards or storage shelf

Other? _____

Do children have sufficient space for writing? ☐ no ☐ yes

Was anything written on the blackboard? ☐ no ☐ yes

Was there a 'stick' in the classroom ☐ no ☐ yes

Are there posters and charts on the walls?

☐ no ☐ some ☐ many

If yes,

What type? ☐ text only ☐ pictures only ☐ text with pictures ☐ diagrams

Is children's work displayed (e.g. on the walls)? ☐ no ☐ yes

Does the teacher have a supply of teaching/learning aids?

☐ no ☐ yes, a small supply ☐ yes, a fairly large supply

If yes,

(i) Briefly describe the kind of aids (e.g. flash cards, teachers' guides)

_____

(ii) Who provided the aids?

☐ NGO ☐ government ☐ made by teacher ☐ made by children ☐ UNICEF ☐ international agency (other than UNICEF)

☐ from community/parents Other _____

(iii) Does it appear that teaching/learning aids are *used* in teaching and learning?

☐ no ☐ not sure ☐ yes

The curriculum (textbooks used)

Is the government primary school curriculum (textbooks) used?

☐ no ↓ ☐ yes ↓

If *no*, what curriculum (textbook) is used?

_____

If *yes*, how many years (or months) does it take to complete the five primary classes? ____ months *or* ____ years

Have there been delays in completing the five primary classes? ☐ no ☐ yes ↙

If *yes*, what are the main reasons for the delay?

☐ texts not available ☐ absence of teacher ☐ absenteeism of children

☐ school closed for some time ☐ children needed more time to learn

Other _____

The Children

[Using available records - if no records available, state the source for the information]

_____

What has been the enrolment in this school/centre in each year since it began? Complete for up to five years depending on how long the school has been operating.

	1996	1995	1994	1993	1992	1991
Girls	___	___	___	___	___	___
Boys	___	___	___	___	___	___

Are these figures based on, ☐ an estimate? ☐ schools records or register?

How many children are **enrolled** at each class level?

Girls	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	
Boys	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	

How many children are **repeating** at each grade level?

Girls	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	
Boys	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	

How many children are **attending** on the day of your visit?

Girls	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	
Boys	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	

Estimate the percentage of children leaving school (or dropping out) at each class level:

Girls	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	
Boys	___	___	___	___	___	___	Other? _____
	Kachi	1	2	3	4	5	

What percentage of children are absent on an average day? _____

Is this a multigrade school? ☐ no ☐ yes

If yes, list which classes are combined _____

Do brothers and sisters who are below school age sometimes attend the school/centre? ☐ no ☐ yes

Do children have the books which are needed for their present class?

☐ no ☐ yes - *If yes* ↙

(i) who provides (supplies) the books?

☐ NGO ☐ government ☐ community ☐ other _____

(ii) who pays for the books?

☐ NGO ☐ government ☐ community ☐ parents ☐ other _____

How old are most children when they begin school? ____ years

Have any children continued their education somewhere else after leaving this school/centre?

☐ no ☐ yes - *If yes*, ↓

At what grade level do *most* leave this school? ___

What kind of school do they go to after leaving?

☐ government primary

☐ private school

☐ middle school

Other _____

Community and parent participation

Is there a Village Education Committee *or* other community/parent organisation associated with this school/centre? (If there is more than one, answer separately for each organisation.)

☐ no - go to next question ☐ yes ↙

What is its name (VEC, WVEC, SMC etc.) _____

In what year did the VEC (or equivalent) begin? ____

What is the present number of members of the VEC?

Number of males ___

Number of females ___

Did the VEC help establish the school/centre? ☐ no ☐ yes

Are VEC records kept (e.g. of meetings and decisions)? ☐ no ☐ yes

For the set of questions below: are you completing these based on:

☐ Information in records? *or* ☐ From what someone tells you?

How often are meetings held (number each year)? ____

Approximately how many people attend VEC meetings ____

What are the main topics which the VEC discusses?

☐ teacher attendance

☐ obtaining resources and supplies

☐ improving the physical facilities of the school/centre

☐ improving teaching and learning

☐ monitoring student progress

☐ checking on children's attendance

Other: _____

_____

In the opinion of the teacher, what are the main contributions which the VEC has made to the school/centre?

- ☐ provision of equipment
- ☐ contributing money
- ☐ maintaining school property and surroundings
- ☐ reducing vandalism
- ☐ making visits to monitor the school/centre
- ☐ increasing teacher attendance
- ☐ monitoring quality of teaching and learning
- ☐ encouraging parents to send their children to the school/centre
- ☐ establishing good relationships with the government system

Other: _____

_____

Are *both* women and men members of the VEC (or equivalent)? ☐ no ☐ yes

Is there a separate Women's VEC (or equivalent)? ☐ no ☐ yes

In the teacher's opinion, is the work of the VEC (or equivalent) improving education for children?

❑ No ↓ ❑ Yes

In the teacher's opinion, has the VEC (or equivalent) made a difference in getting girls and boys to come to school and stay longer at school?

(i) Getting more children to *come to school*

For Girls	❑ No	❑ Some increase	❑ A large increase
For Boys	❑ No	❑ Some increase	❑ A large increase

(ii) Getting more children to *stay longer at school*

For Girls	❑ No	❑ Some increase	❑ A large increase
For Boys	❑ No	❑ Some increase	❑ A large increase

Since the VEC (or equivalent) began, has community participation in the school,

- ☐ increased greatly
- ☐ increased slightly
- ☐ remained about the same
- ☐ decreased

What are the main reasons for any change in participation? _____

_____

The Teacher

[For the questions below, if there is more than one teacher, answer for the teacher whose class contains class 2 children]

Number and sex of teacher appointed to the school/centre

____ total ____ female ____ male

Is the teacher local (to the village or community)? ☐ no ☐ yes

Who recruited the teacher?

- ☐ the NGO
- ☐ the community itself
- ☐ the NGO and the community together
- ☐ the government

Other? _____

Highest qualification of the teacher

- ☐ less than Middle pass
- ☐ Middle pass
- ☐ Matriculation
- ☐ Matriculation plus PTC
- ☐ Intermediate
- ☐ Intermediate with PTC
- ☐ higher level of qualification than Matric./PTC

Additional training:

Has the teacher undertaken training, and if so, how long was this for?

☐ no ☐ yes ↓

	Length of training
☐ organised by NGO	____ days or ____ months
☐ organised by government	____ days or ____ months
other _____	
_____	____ days or ____ months

Length of teaching experience? ____ years

How much is the teacher paid each month? _____ rupees

Who pays the teacher's salary? Indicate percentage from each source.

	Percentage
☐ NGO	____
☐ community	____
☐ UNICEF	____
☐ government	____
Other _____	____

[If there is a VEC (or equivalent)] Do *members of the VEC (or equivalent)* visit the school/centre?

☐ no ☐ yes, *if yes*,

(i) is this, ☐ often ☐ sometimes ☐ rarely ☐ never

(ii) who initiates this contact?

☐ the teacher ☐ VEC or equivalent ☐ other? _____

(iii) what are the usual matters/topics discussed?

- ☐ repairs/maintenance
- ☐ general school operation
- ☐ physical resources, such as building and equipment
- ☐ teaching and learning resources, such as books
- ☐ quality of teaching and learning
- ☐ assessment and results
- ☐ children's homework
- ☐ teacher attendance/absenteeism
- ☐ children's attendance/absenteeism
- ☐ behaviour issues

Other _____

Do *parents*, other than VEC members (or equivalent), visit the school/centre?

☐ no ☐ yes, *if yes*,

(i) is this, ☐ often ☐ sometimes ☐ rarely

(ii) who initiates this contact?

☐ the teacher ☐ father ☐ mother ☐ other? _____

(ii) what are the usual matters/topics discussed?

☐ repairs/maintenance

☐ general school operation

☐ physical resources, such as building and equipment

☐ teaching and learning resources, such as books

☐ admission of child

☐ quality of teaching and learning

☐ assessment and results

☐ children's homework

☐ teacher attendance/absenteeism

☐ children's attendance/absenteeism

☐ behaviour issues

Other _____

If possible, obtain the teacher's views on the following set of questions:

What would the children be doing *without* this school/centre?

☐ not attending school *or* ☐ going to another school - if yes,

☐ to a government school

☐ to a private school

☐ other _____

What is the likely future for the school/centre?

☐ it will continue in much the same way

☐ it will phase out, if so, by when? _____ year

☐ it will transfer to the government system, if so, by when? _____ year

Assessment

How often are examinations conducted, and are records kept of student achievement?

	monthly	quarterly	annually	*are records kept?* no	yes
class 1	☐	☐	☐	☐	☐
class 2	☐	☐	☐	☐	☐
class 3	☐	☐	☐	☐	☐
class 4	☐	☐	☐	☐	☐
class 5	☐	☐	☐	☐	☐

For children who are completing school, what final test do they take?

☐ the government class 5 examination

other _____

Who sets the class 5 examination? _____

Who marks the class 5 examination? _____

What proportion of children pass the class 5 examination? ____ %

Are there any barriers or difficulties for children who wish to continue into the government school system (e.g. costs, distance, unsuitable school)?

☐ no ☐ yes ↓

☐ Costs, list the main costs _____

☐ Distance

☐ Unsuitability of school or teacher, list main points mentioned _____

_____

How often is the school/centre visited by the NGO *or* government representative (such as the DEO or Learning Coordinator?

	NGO	government
at least once a week	☐	☐
at least once a month	☐	☐
every few months	☐	☐
about once a year	☐	☐
never	☐	☐

What are the main purposes of these visits?

From NGO	From government	
☐	☐	monitoring records such as *children's* attendance
☐	☐	testing children's learning
☐	☐	monitoring records such as *teacher's* attendance
☐	☐	monitoring assessment and children's progress
☐	☐	assisting the teacher to improve teaching and learning
☐	☐	meeting with community representatives
☐	☐	checking on use of resources
☐	☐	identifying needs or problems to be addressed
☐	☐	Other? _____

Inventory completed by Date	_____
Inventory checked by Date	_____

Appendix C.2 Community Members and/or Parents Interview Schedule

***English version**: the Urdu version has some differences in format (e.g. in spacing and layout, and in numbering to facilitate coding) and in some terminology and detail of instructions. This copy has been compressed from the original.*

Name of community/village _____

Name of school/centre _____

Is this school/centre,

❑ a non-formal education school? ❑ a government school? ❑ a literacy centre?

Is it a home school? ❑ no ❑ yes

Is this an interview with:

❑ one person? ↙
- ❑ male
- ❑ female

❑ a group? ↘

how many people? ____

number male ____

number female ____

Notes:

1 You will frequently need more space to record responses and comments than is provided on this interview guide. This must be done in a way which allows easy identification of questions/answers in later analysis. Examples will be given during training, and, if in doubt, check with your Field Supervisor.

2 The following questions assume that only one person is being interviewed. If it is a group interview, you may need to provide more information on answers, e.g. when opinions differ, or when more than one 'answer' is provided. Write on the back of the page if you need to.

3 As discussed during training, you may need or decide to ask additional questions to those in this interview schedule. This particularly applies to three of the most important issues in the evaluation:

(i) factors which affect whether community and parent participation will be successful and will make a positive contribution to the school and children's learning;

(ii) factors which assist in setting up community/parent organisations (such as VEC's) and in maintaining their effectiveness over time;

(iii) factors which need to be taken into account if community/parent organisations (such as VEC's) are to be successful in the formal government system.

If the school/centre is supported by an NGO, or was supported by an NGO in the past, write in the name of the NGO:

_____

Does this school receive support through the PMLC? ❑ No ❑ Yes

How many classes are there in the school?

From class ____ to class ____

1. Are you are member of a school or community committee?

❑ No ❑ Yes- *if yes, which one?* ↙

❑ VEC ❑ WVEC ❑ SMC ❑ Other (write in)

_____

2 Is there a Village Education Committee *or* other community/parent organisation associated with this school/centre? (If there is more than one, answer separately for each organisation: it is particularly important to complete this question separately for men's and women's VEC's if both exist)

❑ no - go to next question ❑ yes ↙

What is its name (VEC, WVEC, SMC etc.) _____

Is there a separate Women's' VEC (or equivalent)? ❑ no ❑ yes

Did the VEC help establish the school/centre? ❑ no ❑ yes

Are VEC records kept (e.g. of meetings and decisions)? ❑ no ❑ yes

How often are meetings held (number each year)? ____

Approximately how many people attend VEC meetings ____

What are the main topics which the VEC discusses?

❑ teacher attendance

❑ obtaining resources and supplies

❑ improving the physical facilities of the school/centre

❑ improving teaching and learning

❑ monitoring student progress

❑ checking on children's attendance

Other: _____

In the your opinion, what are the main contributions which the VEC (or equivalent) has made to the school/centre?

❑ provision of equipment

❑ contributing money

❑ maintaining school property and surroundings

❑ reducing vandalism

❑ making visits to monitor the school/centre

❑ monitoring quality of teaching and learning

❑ encouraging parents to send their children to the school/centre

❑ establishing good relationships with the government system

Other: _____

Who was mainly responsible for setting up the VEC (or equivalent)?

❑ an MNA or other politician

❑ some other influential person, such as a large landowner

❑ the government

❑ an NGO

❑ local community members/parents

Other _____

In your opinion, is the work of the VEC (or equivalent) improving education for children?

❑ No ↓ ❑ Yes

If no, what are the main reasons? [Probe if not self-evident: what changes would be needed to make it work better?]

_____

In your opinion, has the VEC (or equivalent) made a difference in getting girls and boys to come to school and stay longer at school?

(i) Getting more children to *come to school*

For Girls	❑ No	❑ Some increase	❑ A large increase
For Boys	❑ No	❑ Some increase	❑ A large increase

(ii) Getting more children to *stay longer at school*

For Girls	❑ No	❑ Some increase	❑ A large increase
For Boys	❑ No	❑ Some increase	❑ A large increase

Since the VEC (or equivalent) began, has community participation in the school,

- ❑ increased greatly
- ❑ increased slightly
- ❑ remained about the same
- ❑ decreased

What are the main reasons for any change in participation? _____

If the VEC (or equivalent) was being established again (or in a neighbouring area), what would be your most important suggestions to try to ensure that it would be a success?

multiple lines

3. Do you have children at the school/centre?

❑ No - *go to question 3*

❑ Yes ⇨ How many? Girls ____

Boys ____

⇨ How much does it cost to send one child to school/centre? [If these costs differ *substantially* depending on class level, please indicate amount for different classes.]

Fees? _____ rupees each month

Uniforms? _____ rupees for one year

Books? _____ rupees for one year

Supplies such as notebooks/pens? _____ rupees for one year

Other costs? (in a year) _____

_____

⇨ Do you, or your family, contribute to the school/centre in other ways (e.g. through gifts or maintenance/repair).

❑ No ❑ Yes, *if yes, give examples* ↙

_____

Do *you* visit the school/centre?

❑ no ❑ yes, *if yes*↙

(i) is this, ❑ often ❑ sometimes ❑ rarely ❑ never

(ii) who initiates this contact?

❑ the teacher ❑ you ❑ someone else? _____

(iii) what are the usual matters/topics discussed?

- ❑ repairs/maintenance
- ❑ general school operation
- ❑ physical resources, such as building and equipment
- ❑ teaching and learning resources, such as books

- ☐ quality of teaching and learning
- ☐ assessment and results
- ☐ teacher attendance/absenteeism
- ☐ children's homework
- ☐ behaviour issues

Other _____

⇨ If your child(ren) was not at this school/centre, would she or he be going to another school?

☐ No ☐ Yes ↙

If no, what are the main reasons why not? (e.g. reasons relating to what is learned, to the teacher, to safety, to distance, to family attitudes)

_____

_____

If yes, which school? (e.g. local government boys/girls/mixed school)

_____

⇨ Does your child(ren) enjoy going to this school/centre?

☐ No ☐ Yes

⇩ ⇩

What are your main reasons for this answer? (e.g. reasons related to what is learned, to the teacher, to safety, to friends)

_____

_____

5. *This question has three forms. Tick one box to indicate which version of the question applies to this school.*

☐ *For NFE schools/centres*: What are the most important differences between this school and a government school?

Or

☐ *For schools now in the formal system, but which were originally NFE schools:* What are the most important differences between this school and a school in the government system which was not begun with the assistance of the NGO?

Or

☐ *For schools which are in the formal system (and have not been NFE schools)*, what are the most important differences between this school and an NFE school?

Probes: Differences relating to,

the teacher (e.g. attendance, skills, training, local/from elsewhere, caring for children, gender)

safety or security (e.g. distance, family concerns, single-sex)

teaching and learning (e.g. improved learning, availability of books or other resources)

the community (e.g. community members monitor the school - request examples, the community feels ownership of the school)

_____

multiple lines

6. The community is involved in this school/centre. How did this involvement begin? What were the most important reasons *why* the community became involved?

Probe: If not mentioned, ask about the role of the NGO, UNICEF, other agencies, leading community members, parental concerns, examples from other communities.

_____

multiple lines

7. *[If this is presently an NFE school/centre]* If this school/centre becomes a government school, what do you think would be the main changes?

Probe: If not mentioned, ask whether community participation/parental involvement would change, and why. e.g. community would then have less interest, school and/or teacher would discourage community participation, community is now so involved that this would continue. Obtain reasons for answers as much as possible

multiple lines

8. *[If this is presently an NFE school/centre]* If this school/centre becomes a government school, what do you think would be the most important things *to keep* from the present school/centre?

multiple lines

9. Is it better to have NGOs or government setting up and supporting schools? What are your main reasons?

multiple lines

10. What are the most important things which the government system can learn from the work of NGOs in non-formal education?

multiple lines

11. What do you think are the most important things which make up a good school? What are the things that make you most satisfied with a school?

multiple lines

12. Are there changes which would make this school/centre better? What are the most important needs for this school/centre?

multiple lines

13. What are the most important reasons for sending a *boy* to school?
What are the most important reasons for sending a *girl* to school?

Probes
- *economic*
- *marriage*
- *empowerment*
- *other*

A boy:

multiple lines

A girl:

multiple lines

14. What are the most important qualities of a good teacher?

multiple lines

15. Do you know people who do not send their girl children to school? ❑ No ❑ Yes ↙

What are their main reasons for not sending them?

_____

multiple lines

What do their children do instead of attending school?

_____

multiple lines

16. If possible, please obtain an estimate of the number of *primary school age* girls and boys in the community (e.g. village):

____ number of girls ____ number of boys

Estimate what proportion of these children attend school

____ number girls ____ number of boys

17. If possible, obtain information on the following question. If this school was not operating, what percentage of children attending this school would *not* be getting a school education?

____ girls

____ boys

Appendix C.3: NGO Interview schedule

Format of this interview schedule has been compressed and answering space deleted

Evaluation of UNICEF-assisted Non-formal Education Projects in Pakistan

This interview schedule asks you for statistical data and opinions on aspects of the work of your NGO. This information will complement the case study and inventory data which we are presently gathering from a sample of schools.

The interview schedule may be completed during the interview itself or, if you wish, it can be completed over the next few days and sent back to us. *Wherever possible, we have already completed the responses to questions based on information you gave us on our preliminary visit; please correct this if any of the information is not accurate.*

The same interview schedule is being used for all of the UNICEF-assisted NGOs so that a similar format can be used in reporting across a number of projects Some questions will be more relevant than others for particular NGOs. There may also be some areas in which you wish or need to elaborate on or extend the questions and anwering categories. If so, you may want to include additional information on separate pages.

The interview schedule focuses particularly upon obtaining information in the following areas.

- A statistical profile of schools and children, and attendance and retention issues.
- Information on the objectives and role of your NGO, with a particular emphasis on your experience of community participation and what can be learned from this experience.
- Future plans for your NGO.
- Information relating to costs, and cost-sharing arrangements, associated with NGO initiatives in non-formal education.

I will discuss this interview schedule with each NGO As much assistance as possible will be provided to assist in completion of the interview schedule.

Robert Baker
Project Manager

****

Interview with representatives of NGOs

Notes:

1. There are likely to be questions where you wish to present additional information to explain or amplify summary answers. Please do so during the interview or on additional sheets to be forwarded later.
2. The focus of the interview questions is on non-formal education schools/centres. Where an NGO also supports other educational initiatives, such as literacy or short-term training centres, the most appropriate way of recording information on these initiatives will be discussed at the time of the interview.

Section 1: Numbers of schools/centres, enrolment and retention

Numbers of schools/centres

	1996	1995	1994	1993	1992
Number of schools/centres?	____	____	____	____	____
If applicable, indicate number of schools/centres closed in each year	____	____	____	____	____

Where schools have closed, what are the main reasons?

[Multiple lines]

If applicable, indicate number of schools/centres which:

(i) have been passed over to the government system ____

(ii) are expected to be passed over to the government system during 1997 ____

(iii) you expect will be continue to be NGO-supported throughout 1997? ____

What have been the principal criteria used in making a decision about whether or not to establish a school/centre in a particular community?

[Multiple lines]

In general, how many hours a day does a school/centre operate? ____ hours

What factors influence the hours of day when the school will be open?

[Multiple lines]

How many days in a year should a school/centre be operating? ____ days

On average, how many days in a year do schools/centres actually operate? ____ days

What percentage of schools/centres have multigrade classes? ____

What percentage of schools/centres are fully sheltered (enclosed)? ____

Enrolment and retention in NGO schools/centres

	1996	1995	1994	1993	1992
Number of children enrolled?					
Girls	____	____	____	____	____
Boys	____	____	____	____	____

	Kachi	class 1	class 2	class 3	class 4	class 5
In 1996, how many children are enrolled at each level?						
Girls	____	____	____	____	____	____
Boys	____	____	____	____	____	____
In 1996, approximately what *percentage* of children are repeating at each level?						
Girls	____	____	____	____	____	____
Boys	____	____	____	____	____	____
Approximately, what *percentage* of children leave or drop-out at each level?						
Girls	____	____	____	____	____	____
Boys	____	____	____	____	____	____

What are the main reasons for leaving school before completing class 5?
[Multiple lines]

Approximately what percentage of children who leave *before completing class 5* continue their education somewhere else? ____

What is (are) the principal target group(s) for the work of your NGO?

_____

How old are most children when they begin in your non-formal education school/centre?

_____

For what percentage of children do your schools/centres provide:

____ a first chance for schooling? ____ a second chance for schooling?

Section 2: The curriculum

Is the government primary school curriculum used?

☐ no (i)↓ ☐ yes (ii)↓

(i) *If no*, what curriculum is used? [Multiple lines]

Does this curriculum contain subjects (or major topics) which are not part of the government primary curriculum?

☐ no ☐ yes → what are they?

[Multiple lines]

Does the government primary curriculum contain subjects which are not part of your curriculum?

☐ no ☐ yes → what are they?

[Multiple lines]

(ii) *If yes*, how many years (or months) does it take to complete the five primary classes? ____ months *or* ____ years.

Does your curriculum also contain subjects which are not part of the government primary curriculum?

☐ no ☐ yes → what are they?

[Multiple lines]

Are there subjects in the government primary curriculum which are not part of your curriculum?

☐ no ☐ yes → what are they?

[Multiple lines]

Have there been delays in completing the five primary classes? ☐ no ☐ yes ↙

If *yes*, what are the main reasons for delays?

☐ texts not available ☐ absence of teacher ☐ absenteeism of children

☐ school closed for some time ☐ children needed more time to learn

Other [Multiple lines]

Section 3: The teachers

What are the main criteria used in selecting teachers?

(i) Gender? ☐ female only ☐ female preferred, but not essential ☐ male or female

(ii) Location? ☐ local only (e.g. village) ☐ local preferred, but not essential

☐ from the district ☐ location not important

(iii) Minimum qualification?

☐ less than Middle pass ☐ Middle pass ☐ Matriculation

☐ Matriculation plus PTC Other? _____

Is training provided for teachers? ☐ no ☐ yes ↙

☐ before beginning teaching? ☐ while teaching? ☐ both?

What percentage of the teachers have training *before* teaching? ____

What percentage of the teachers have training *while* teaching? ____

Who provides the training, for how long, and how often?

	Length of training?	*How often?*
☐ organised by NGO	____ days or ____ months	_____
☐ organised by government	____ days or ____ months	_____
other _____	____ days or ____ months	_____
_____	____ days or ____ months	_____

What are the principal objectives and content areas of *training provided before beginning teaching*?

[Multiple lines]

What are the principal objectives and content areas of *training provided while teaching*?

[Multiple lines]

What the principal *areas of need* for training teachers for your schools/centres? What further topics, content areas and skills would improve the quality of teaching and learning?

[Multiple lines]

Section 4: Assessment

How often are examinations conducted, and are records kept of student achievement?

	monthly	quarterly	annually	*are records kept*? no	yes
class 1	☐	☐	☐	☐	☐
class 2	☐	☐	☐	☐	☐
class 3	☐	☐	☐	☐	☐
class 4	☐	☐	☐	☐	☐
class 5	☐	☐	☐	☐	☐

For children who are completing school, what final test or examination do they take?

☐ the government class 5 examination

☐ other? → _____

Who sets the class 5 examination? _____

Who marks the class 5 examination? _____

What proportion of children pass the class 5 examination? ____ % [Is it possible to obtain documentation on this?]

Do you have any data which compares the achievement of your children with that of children in the government system?

☐ no ☐ yes → please append a copy

Are there any barriers or difficulties for children who wish to continue into the government school system (e.g. costs, distance, unsuitable school, attitudes)?

☐ no ☐ yes ↓

☐ Costs, list the main costs _____

☐ Distance _____

☐ Other reasons? [Multiple lines]

Section 5: Monitoring

On average, how often are schools/centres visited by a representative of the NGO?

☐ at least once a week ☐ at least once a month

☐ every few months ☐ about once a year

What are the *main* purposes of these visits?

☐ a) monitoring records such as *children's* attendance

☐ b) testing children's learning

☐ c) monitoring *teacher's* attendance

☐ d) monitoring assessment and children's progress

☐ e) assisting the teacher to improve teaching and learning

☐ f) meeting with community representatives

☐ g) checking on use of resources

☐ h) identifying needs or problems to be addressed

☐ i) Other? [Multiple lines]

Of these purposes, which are the 2 or 3 most important? [write letters] _____

Are records available centrally on:

☐ children's attendance

☐ children's learning outcomes

☐ teacher attendance

☐ other key indicators? → _____

Are there improvements which you can suggest to make monitoring more effective, and, if so, what would be required (e.g. policy or resource factors) to implement such improvements?

[Multiple lines]

Does the NGO have a system to monitor its own programs and performance? Please describe, or append relevant document.

[Multiple lines]

Section 6: Community and parent participation

What is/are the name(s) of the community and/or parent body with whom you work at local levels, e.g. VEC, WVEC, SMC, CBO _____

Does this community/parent body have responsibilities in addition to education?

☐ no ☐ yes → in what areas? _____

[Multiple lines]

Are *both* women and men members of the community/parent body? ☐ no ☐ yes

Is there a separate Women's community/parent body? ☐ no ☐ yes

Did the community/parent body help establish the schools/centres? ☐ no ☐ yes ↙

What were its main roles?

[Multiple lines]

If your NGO played an important role in establishing the community/parent body, what were the most important steps and the most successful strategies?

[Multiple lines]

Once the community/parent body was operating, what were the most important steps and strategies which made its work successful?

[Multiple lines]

Based on your experience, are there suggestions which you can make about the most appropriate composition and leadership for a community/parent body?

Composition _____

[Multiple lines]

Leadership (e.g. chairperson) _____

[Multiple lines]

Are records kept of meetings and decisions? ☐ no ☐ yes

Do community/parent bodies have a bank account? ☐ no ☐ some do ↙ ☐ yes ↙

If a joint account, who is it with? _____

What the source of the funds in the account? _____

What are the main areas in which funds can be spent? _____

[Multiple lines]

Are there terms of reference (or 'standard operating procedures') for community/parent bodies?

☐ no ☐ yes → please append a copy or a sample.

Are there criteria/guidelines for membership? ☐ no ☐ yes, please outline ↓ (or append)

[Multiple lines]

What are the main contributions which the community/parent body has made to the school/centre?

☐ a) provision of equipment

- ☐ b) contributing money
- ☐ c) maintaining school property and surroundings
- ☐ d) reducing vandalism
- ☐ e) making visits to monitor the school/centre
- ☐ f) increasing teacher attendance
- ☐ g) monitoring quality of teaching and learning
- ☐ h) encouraging parents to send their children to the school/centre
- ☐ i) establishing good relationships with the government system
- ☐ j) Other: _____

Of these contributions, which are the 2 or 3 most important? [write letters] _____

In your opinion, has the community/parent body made a difference in getting girls and boys to come to school and stay longer at school?

(i) Getting more children to *come to school*

For Girls	☐ No	☐ Some increase	☐ A large increase
For Boys	☐ No	☐ Some increase	☐ A large increase

(ii) Getting more children to *stay longer at school*

For Girls	☐ No	☐ Some increase	☐ A large increase
For Boys	☐ No	☐ Some increase	☐ A large increase

Since the community/parent body began, has local community participation in the school,

- ☐ increased greatly
- ☐ increased slightly
- ☐ remained about the same
- ☐ decreased

What are the main reasons for any change in participation? _____

[Multiple lines]

There is increasing emphasis in much of Pakistan on establishing community/parent bodies to be associated with existing or new schools in the government sector. Based on your experience, what are the most important factors which will influence whether community and/or parent participation will succeed or fail in the government school sector?

Factors which will assist effective community/parent participation

[Multiple lines]

Factors which will work against effective community/parent participation

[Multiple lines]

Section 7: NGOs - broader issues and future directions

Has your NGO drawn upon the example or model of other work in non-formal education (e.g. the work of another NGO such as BRAC)? *If so*, what are the principal ideas or practices which you have drawn upon?

[Multiple lines]

Different NGOs in Pakistan have adopted different emphases and priorities in their work (e.g. relating to teacher training, community cohort tracking, integrated development, production of materials). How would you summarise *the distinctive contribution or orientation* of your NGO?

[Multiple lines]

Non-formal education is sometimes viewed as a short-term or interim form of education which will or should be absorbed into the formal school system. Sometimes non-formal education is seen as a long-term educational option alongside the formal system. How do you see non-formal education?

☐ short-term or interim ↓ ☐ long-term ↓

Why _____

[Multiple lines]

In 2 or 3 years from now,

(i) what would you like the educational profile (e.g. major emphases or activities) of your NGOs work to be?

[Multiple lines]

(ii) what will be the most important factors which will affect achieving this profile?

[Multiple lines]

(iii) what parts of your present profile will be phased out or of less importance?

[Multiple lines]

The value and contribution of your work cannot just be represented through statistics. What are the most important 'qualitative' contributions which you see your work as making?

[Multiple lines]

Section 8: Costs and Cost-sharing arrangements

It is difficult to estimate costs associated with non-formal education, and particularly difficult to find a sensible way of comparing these with the formal sector.

The following breakdown of costs (adapted from a BRAC analysis) may serve as a workable outline of principal NGO cost categories within non-formal education.

The first column records the approximate percentage of total recurrent expenditure for each cost category
The second and third columns record who pays for what share of each cost category, i.e. the name of the contributing agency, and the approximate percentage of its contribution. Principal agencies are likely to be: NGO/Community-parent body/Parents/UNICEF/Other donor agencies/Government - add additional agencies as appropriate.

Recurrent costs (based on the last financial year)

per cent	*Expenditure category*	*per cent*	*Who meets what percentage of the costs? [indicate where contributions are 'in-kind']*
	Management costs, including salaries, at central level		
	Regional and field office costs, including salaries		
	Other staff such as resource persons and consultants or trainers		
	Rental for central and/or regional offices		
	Rental for schools or centres		
	Travel and transport		
	Teacher training		
	NGO staff trainng, other than for teachers		
	Teacher salaries		
	Other school level salaries (e.g. chowkidars)		

Teacher aids and supplies		
Student books and supplies		
Utilities such as electricity		
School maintenance and repairs		
Specific programs, projects (please name)		
Other?		

Please estimate costs to families *for a year* for the following expenses. Where costs differ substantially at different class levels, please identify.

Rupees per year

_____ School fees

_____ Additional fees, such as for maintenance or welfare funds

_____ Text books

_____ Stationery, e.g. pens, notebooks, takhti

_____ Uniform

_____ Transport

_____ Lunch money

_____ Pocket money

_____ School bag

_____ other? → _____

Most NGOs calculate some form of annual cost-per-student. Please provide information (below or append) on this calculation, including the component costs which make up the calculation.

[Multiple lines]

Who meets what percentage of the following investment and capital costs?

Investment and overhead costs	*per cent*	*Who meets what percentage of the costs?*
Capital cost for central and/or regional offices		
Furniture and equipment for central and/or regional offices		
Purchasing land and/or constructing school buildings and physical facilities		
Furniture and basic equipment for schools		
Vehicles		
Other major capital costs?		

Where schools or centres have been constructed:

(i) What is (are) the principal type of construction material(s)?

_____

(ii) What is estimated to be the cost of construction of a 'typical' school or centre in rupees and through 'in-kind' contribution from the community?

Direct costs in rupees: _____

Value of 'in-kind' contributions: please try to estimate rupee equivalent _____

What are the most usual 'in-kind' contributions? _____

_____

(iii) How many rooms would this 'typical' school or centre have? ____

Are any schools or centres used for double-shifts?

☐ no ☐ yes → If so, approximate percentage? ____

What is the average child-teacher ratio in your schools or centres? _____:1

All of the NGOs in this evaluation have experience of cost-sharing arrangements. What have been the lessons learned from cost-sharing?

Positive experiences of cost-sharing
[Multiple lines]

Negative experiences of cost-sharing
[Multiple lines]

Some NGO programs are moving towards a cost-sharing arrangement with government.

In what areas do you feel that cost-sharing arrangements with government would be most appropriate and useful?
[Multiple lines]

What cautions or reservations would you have about cost-sharing arrangements with government?
[Multiple lines]

What are the most important ways in which the work of your NGO can be assisted to become (or remain) sustainable?
[Multiple lines]

If not already provided, please append a copy of the organisational chart for your NGO

Appendix C.4: ABES Interview Schedule

[The following interview schedule was translated into Urdu]

Where there is a head teacher:

Which teacher(s) have undertaken ABES training?

How were they selected (volunteer or nominated; on what criteria?)

What type of training was undertaken, where and for how long?

In the head teacher's view, what, if any, have been the outcomes *at classroom level* of training for teacher and children? What *evidence* is there that teaching and learning processes and outcomes have changed (or are changing)?

In the head teacher's view, have there been any 'transfer' effects from trained teachers to the teaching and learning practices of non-ABES trained teachers? For example, has there been a mechanism (formal or informal) in the school which has aimed at wider implementation of training outcomes?

In the head teacher's view: (i) what are the priority areas for in-service education?; (ii) what follow-up is needed after initial ABES training? Is there a plan for follow-up, especially supervisory follow-up.

For the ABES-trained teacher:

Brief professional history: qualifications, years of teaching experience, all forms of previous training.

How was she/he selected for training(volunteer or nominated; on what criteria?)

What type of training was undertaken, where and for how long?

In the teacher's view, what, if any, have been the outcomes *at classroom level* of training for teacher and children? What *evidence* is there that teaching and learning processes and outcomes have changed (or are changing)?

In the classroom, ask the teacher to identify specific changes in teaching and learning which are outcomes of the training, such as:

New teaching and learning aids and resources [list these];

Different ways of teaching that are being used [list main examples]

Differences in the classroom for children - give *specific* examples of changes reflecting, for example, more activity-based, child-centred, or modified curriculum approaches, changed seating arrangements. Where possible, observe and record evidence of such changes.

Outcomes which may already be apparent as a result of the training (both learning outcomes and attitudes to learning).

If not already covered, ask the teacher to give a summary of the major differences between her classroom (and teaching and learning practices) *before* and *after* training: before, I did ....., now, I do ....., and for children this means a shift from ..... to ..... [Irrespective of whether this question is asked directly, make sure a summary is provided of before and after practices.]

In the teacher's view, have there been any 'transfer' effects from the teacher to the teaching and learning practices of non-ABES trained teachers? For example, has there been a mechanism (formal or informal) in the school which has aimed at wider implementation of training outcomes?

In the teacher's view: (i) what are her priority needs for in-service education?; (ii) what follow-up is needed after initial ABES training, and is this follow-up taking place?

Try to obtain an overall assessment from the teacher of the strengths and weaknesses of ABES training. This should include some assessment of the potential for such training to be widely disseminated.

For the non-ABES-trained teacher (same school):

Brief professional history: qualifications, years of teaching experience, all forms of previous training.

In the classroom, ask the teacher to identify her usual way of teaching, and the resources she has available:

Teaching and learning aids and resources [list these];

Describe main ways of teaching that are being used [list examples of most frequently used teaching strategies]

The classroom for children - give *specific* examples of how children learn in this classroom, for example, seating arrangements, rote and recitation or more activity-based and child- approaches. Where possible, observe and record evidence of such practices.

Is the teacher aware of ABES training? In the teacher's view, have there been any 'transfer' effects from the teacher(s) in the school who have been ABES trained to her own teaching and learning practice? If so, how has this transfer been achieved?- for example, has there been a mechanism (formal or informal) in the school which has aimed at wider implementation of training outcomes?

In the teacher's view: (i) what are her priority needs for in-service education?; (ii) what would be the preferred ways of achieving these needs (e.g. through ABES training, or some other form of training)?

For the non-ABES-trained teacher (different school):

In the classroom, ask the teacher to identify her usual way of teaching, and the resources she has available:

Teaching and learning aids and resources [list these];

Describe main ways of teaching that are being used [list examples of most frequently used teaching strategies]

The classroom for children - give *specific* examples of how children learn in this classroom, for example, seating arrangements, rote and recitation or more activity-based and child- approaches. Where possible, observe and record evidence of such practices.

Is the teacher aware of ABES training? If so, what are her views on it - what does she see it as trying to achieve and would it meet needs which she has, and if so, what needs?

In the teacher's view: (i) what are her priority needs for in-service education?; (ii) what would be the preferred ways of achieving these needs (e.g. through ABES training, or some other form of training)?

About the Consultants:

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